

The City Of
West Sacramento

General Plan



Background Report

CITY OF WEST SACRAMENTO GENERAL PLAN

BACKGROUND REPORT

Adopted May 3, 1990

(Chapters I, II, and III revised and adopted May 6, 1992)

(Chapters I, II, and III revised and adopted June 8, 1994)

ACKNOWLEDGMENTS

CITY COUNCIL

Wes Beers, *Mayor*
Cindy Tuttle, *Mayor Pro Tem*
William G. Kristoff
Greg Potnick
Roland Hensley

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Antonia J. Gifford
Carrin Bennett
Ron Morazzini

CITY STAFF

Joesph Goeden, *City Manager*
Carol Richardson,
Assistant City Manager
Stephen Patek
Director of Community Development
Harry Gibson, *Principal Planner*
Steve Rikala,
Senior Planner and Project Manager
Terry Roberts, *Senior Planner*
Melissa Remick, *Student Intern*
Larry Gossett, *Director of Public Works*
Leigh Keicher, *Director of Finance*
Larry Gore, *Chief of Police*
Don Schatzel,
Director Parks and Community Services
Fred Postel, *Fire Chief*
Val Toppenberg,
Deputy Director Redevelopment
Joanne Auerbach, *Housing Program Manager*

CONSULTANTS

J. Laurence Mintier & Associates Planning Consultants

J. Laurence Mintier
Robert Lagomarsino
Lucinda Wilcox
Randy Chafin

Omni-Means Engineers-Planners

Tom Brinkman
John Gibb

Nolte and Associates Engineers and Financing Consultants

Dave Anderson
Tom Garcia

Angus McDonald & Associates Economic and Financing Consultants

Angus McDonald
Robert Goldman
Jose Larios

Jones Stokes Associates Environmental Planning and Natural Resources Sciences

Ron Bass
Nick Dennis

Brown-Buntin Associates Consultants in Acoustics

Jim Buntin
Paul Bollard
Jim Brennan

Jim Pepper Urban Design Consultant

Jim Pepper

Connerly & Associates, Inc.

Ward Connerly
Jeff Goldman
Scott Fricker

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INTRODUCTION

This document contains background information compiled for the City of West Sacramento *General Plan*. The document addresses all the significant issues to be addressed in the Plan and also serves as the "environmental setting" portion of the environmental impact report prepared for the *General Plan*.

This *Background Report* discusses every issue required to be addressed by state general plan law as well as issues of purely local importance. It is organized into eleven chapters covering groups of related issues. The *Background Report* also includes, as Appendix A, a Community Concerns Summary Report which synthesizes comments collected early in the *General Plan* preparation process from interviews with public officials, a town hall meeting in January 1988, and responses to a widely distributed survey form. Appendix B summarizes special state housing requirements. Appendix C summarizes available housing programs. Appendix D summarizes state child care facility licensing requirements.

The *Background Report* was prepared by a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates. Angus McDonald & Associates was responsible for preparing Chapter IV, Economic Conditions and Fiscal Considerations. Omni-Means was responsible for preparing Chapter V, Transportation and Circulation. Nolte and Associates was responsible for preparing those portions of Chapter VI, Public Facilities and Services, concerning water supply, sewerage disposal, and drainage. Jones & Stokes Associates was responsible for preparing Chapter VIII, Natural Resources. Brown-Buntin Associates was responsible for preparing the section of Chapter IX, Health and Safety, concerning noise. James Pepper was responsible for preparing Chapter X, Urban Design and Scenic Resources. Mintier & Associates prepared the balance of the report and was responsible for editing and compiling the document. The latest revisions to Chapters I through III were prepared by the Community Development Department.

This *Background Report* is based on information generally current to March 1990, although some sections of the report (e.g., land use and traffic) rely on information collected in January and February 1988 as baseline information. Chapters I through III of the *Background Report* as based on information current as of May, 1992. These chapters were updated and adopted in 1992 and again in June, 1994.

APPENDIX

The following appendix contains a list of references compiled for the purpose of providing information on the various subjects mentioned in the report. The references are arranged in alphabetical order of the author's name.

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CHAPTER I LAND USE

Introduction

Land use is the way in which land is managed or altered. It is a process that is constantly changing and is influenced by a variety of factors, including population growth, economic development, and technological advances.

History of Land Use

Land use has a long history, dating back to the earliest human settlements. In the past, land was used primarily for agriculture and hunting. As human populations grew, land use became more complex, with the development of cities and the need for more land for housing and industry.

Land Use Planning and Development

Land use planning is the process of making decisions about how land should be used. It involves a variety of factors, including population growth, economic development, and environmental concerns. Land use planning is a complex process that requires the input of many different stakeholders, including government officials, private citizens, and businesses.

The purpose of land use planning is to ensure that land is used in a way that is sustainable and meets the needs of the community. This involves making decisions about how land should be developed, how it should be protected, and how it should be managed.

LAND USE PLANNING IN THE UNITED STATES

History of Land Use Planning

Land use planning in the United States has a long history, dating back to the early days of settlement. In the past, land was used primarily for agriculture and hunting. As human populations grew, land use became more complex, with the development of cities and the need for more land for housing and industry.

CHAPTER I LAND USE

CHAPTER 1

LAND USE

CHAPTER I LAND USE

INTRODUCTION

Land use is the principal focus of the general plan. This chapter provides a context for the General Plan by describing existing land use conditions and local, regional, state, and federal plans and policies that have a bearing on land use in West Sacramento.

REGIONAL SETTING

West Sacramento lies in eastern Yolo County between the Sacramento River on the east and the east levee of the Yolo Bypass on the west. It lies immediately across the Sacramento River from the city of Sacramento and is approximately 85 miles east of San Francisco. Interstate 80 runs through the northwestern part of the city, Business 80 bisects the city, running east-west through the center of town, and Interstate 5 runs north-south through the city of Sacramento just across the river. Figure I-1 shows West Sacramento's general location.

CITY LIMITS, PLANNING AREA, AND STUDY AREA

West Sacramento's city limits, as shown in Figure I-2, are defined by the Sacramento River and Tule Jake Road on the north, the Sacramento River on the east, Shangri-La Slough on the south, and the east levee of the Yolo Bypass on the west. The city limits encompass what, prior to incorporation in 1987, were four separate communities: Broderick, Bryte, West Sacramento, and Southport. The Planning Area for the West Sacramento General Plan consists of the existing incorporated city. In addition, a larger Study Area consisting of the incorporated city and the unincorporated area extending north to just beyond Interstate 5, south to Babel Slough, and east to County Road 105 (and its northern and southern extensions) has been identified.

The Study Area contains a total of about 120 square miles, of which about 22 are incorporated and the remaining 98 are unincorporated. Figure I-2 shows the Study Area boundary and city limits of West Sacramento, as well as the boundaries of the previously unincorporated communities of Broderick, Bryte, West Sacramento, and Southport.

LAND USE PLANNING IN WEST SACRAMENTO

Interim General Plan

California state law requires that all newly-incorporated cities adopt general plans within 30 months of their effective dates of incorporation (Government Code Section 65360). In the interim, a new city may either continue to adhere to the general plan of the county in which it is located or, as long as it is proceeding in a timely fashion with the preparation of

its own general plan, it may approve projects or take other actions which are reasonably probable to be consistent with the general plan being considered.

Pending adoption of its own general plan, the City of West Sacramento chose to follow the Southport Area Plan and the Land Use Element of the East Yolo Area General Plan, both of which are portions of the Yolo County General Plan, as its interim general plan. The Southport Area Plan and the East Yolo Area General Plan are discussed in subsequent paragraphs.

Historical Land Use Policy

Land use planning in the area of what is now West Sacramento was, until the City's incorporation in January 1987, the responsibility of Yolo County. Formal land use planning in Yolo County dates back to 1939, when Yolo County adopted an official zoning map and zoning ordinance covering the entire county. The next major landmark in the development of land use policy was in 1956, when the County, with the assistance of consultant James Campbell, initiated the development of what eventually became the 1958 Master Plan of Yolo County. In the ensuing years, as state laws governing local planning and land use regulation evolved, the County's Master Plan was refined. As new requirements were established, the original document was supplemented with additional elements and policies. By 1982, the County's plan comprised over 30 separate documents, including several area plans and a number of updated or entirely new general plan elements. In an effort to draw these various plans together into a comprehensive, unified format, the County began redrafting its 1958 plan in 1982. The result was the current Yolo County General Plan, which was adopted in July 1983.

Yolo County General Plan

The 1983 Yolo County General Plan, which is essentially a reconstruction of the 1958 Master Plan of Yolo County, superseded the following previously-adopted general plan components:

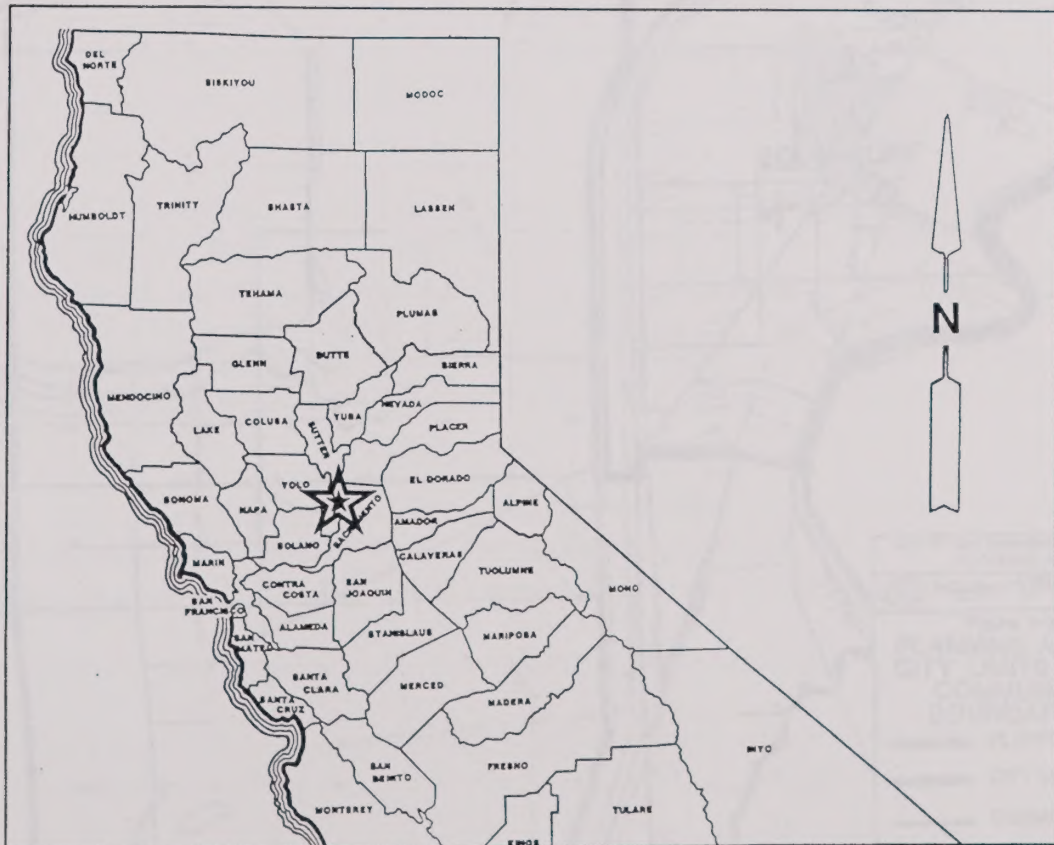
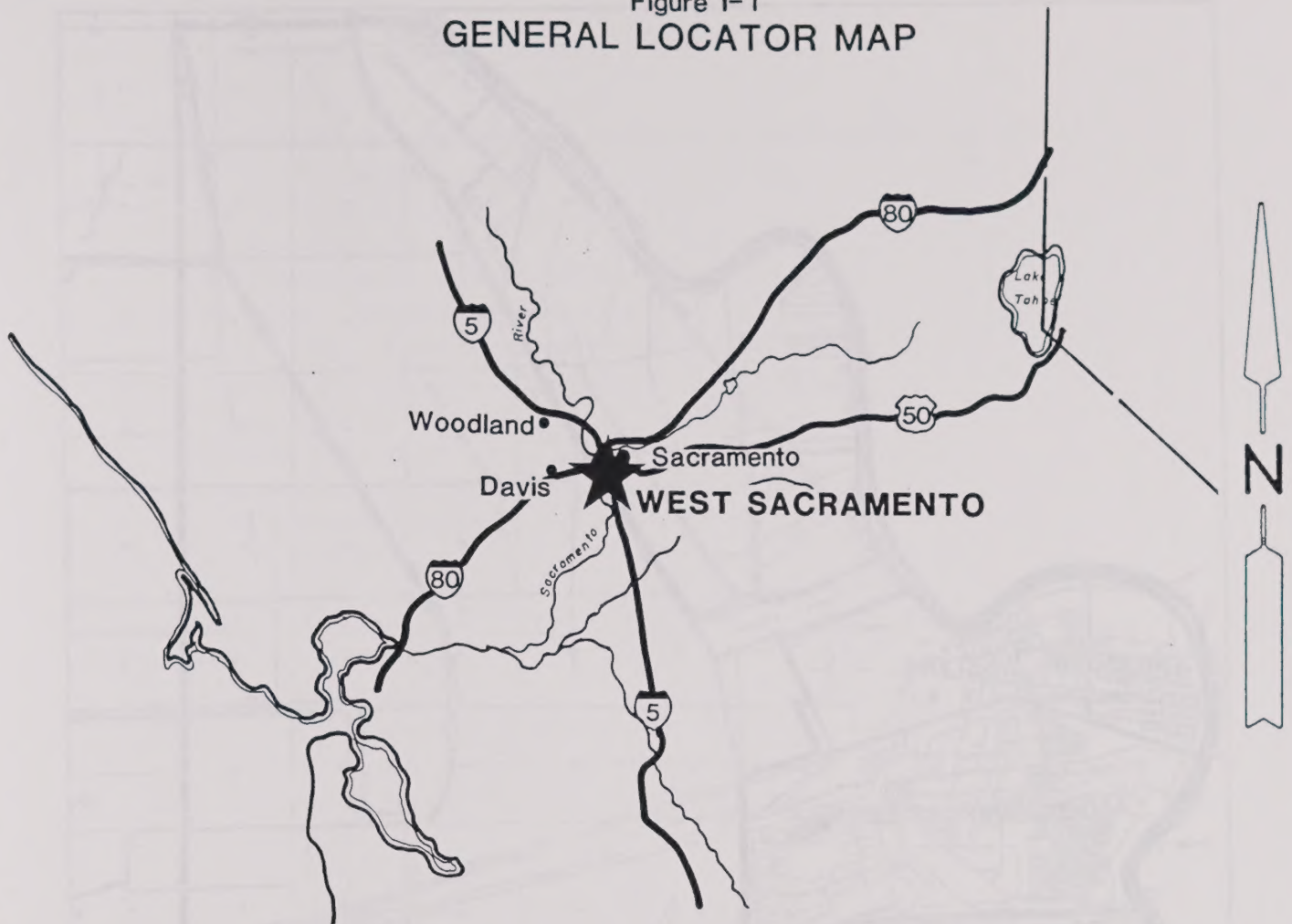
Master Plan Land Use and Circulation Elements

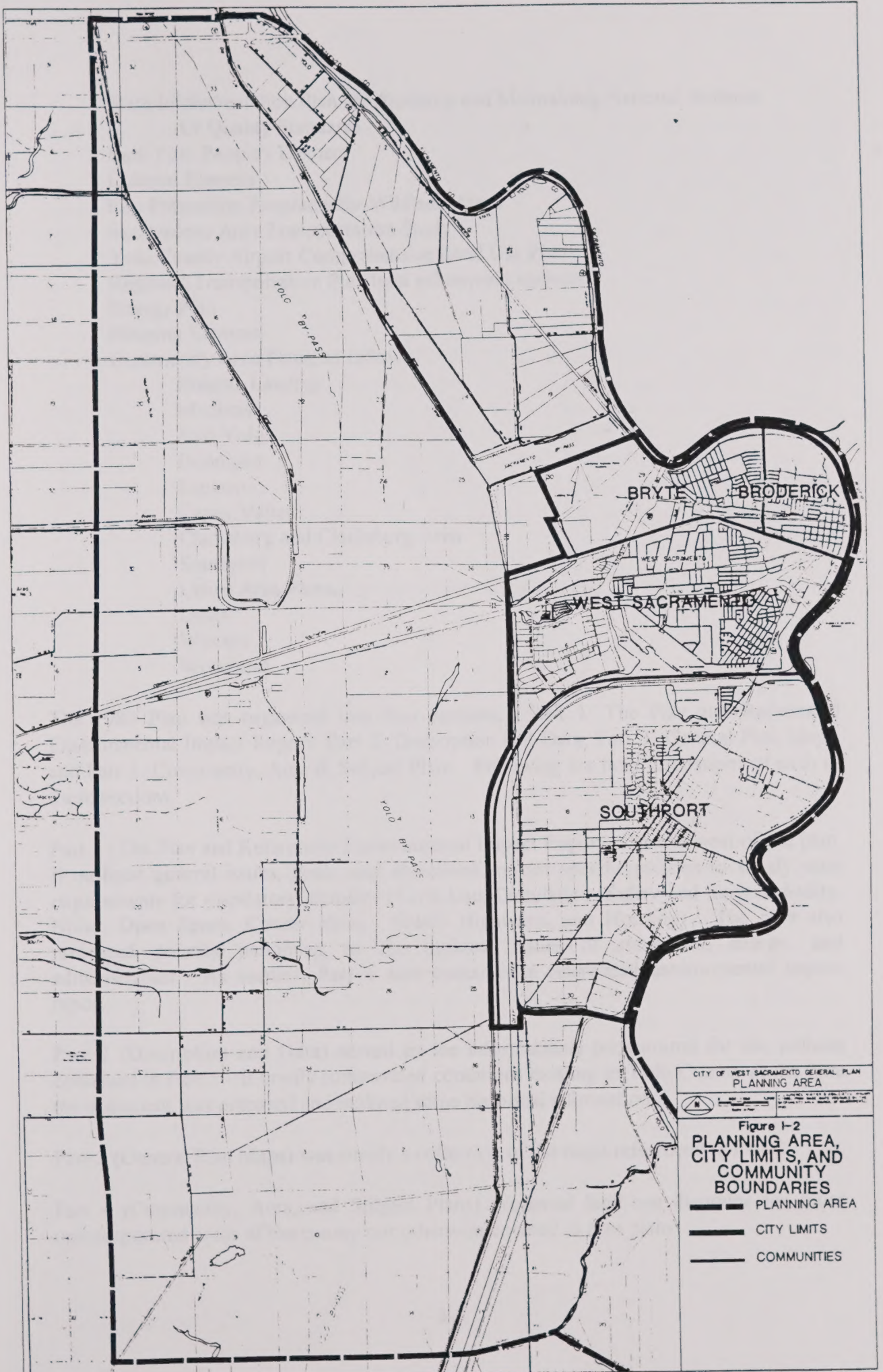
- Open Space Element
- Safety Element
- Conservation Element
- Safety Element
- Scenic Highways Element
- Noise Element

In addition, the plan incorporates by reference the following plans and elements:

- Delta Plan (locally effective parts)
- County Emergency Plan

Figure I-1
GENERAL LOCATOR MAP





CITY OF WEST SACRAMENTO GENERAL PLAN
PLANNING AREA

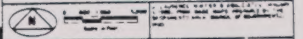


Figure I-2
PLANNING AREA,
CITY LIMITS, AND
COMMUNITY
BOUNDARIES

-  PLANNING AREA
-  CITY LIMITS
-  COMMUNITIES



Map of the
City of
Washington
District of
Columbia
and
adjacent
territories
showing
the
location
of
the
National
Museum
and
the
Smithsonian
Institution
Library

State Implementation Plan for Attaining and Maintaining National Ambient
Air Quality Standards

East Yolo People's Element

Cultural Element

Fire Prevention Programs for Wildland Areas

Sacramento Area Transportation Study

Yolo County Airport Comprehensive Land Use Plan

Regional Transportation Plan (and subsequent updates)

Energy Plan

Housing Element

Community Area Plans, as follow:

Knights Landing

Madison

East Yolo

Dunnigan

Esparto

Capay Valley

Clarksburg and Clarksburg Area

Southport

Urban Area Plans,

Davis

Winters

Woodland

The 1983 Plan was organized into four sections: Part 1: The Plan and Referenced Environmental Impact Report; Part 2: Description and Data; Part 3: General Plan Maps; and Part 4: Community, Area & Subject Plans. Following are brief discussions of each of these sections.

Part 1 (The Plan and Referenced Environmental Impact Report) was the meat of the plan. It outlined general issues, goals, and objectives and set specific policies to satisfy state requirements for mandatory elements (Land Use; Circulation; Safety and Seismic Safety; Noise; Open Space; Conservation; Scenic Highways; and Housing). The plan also presented policies pertaining to the optional issues of recreation, energy, and administration. As implied, Part 1 also contained a referenced environmental impact report.

Part 2 (Description and Data) served as the informational background for the policies contained in Part 1. It briefly summarized conditions existing in Yolo County at the time the document was prepared and outlined some historical information.

Part 3 (General Plan Maps) was simply a collection of the maps referenced in Part 2.

Part 4 (Community, Area, and Subject Plans) presented land use diagrams for those unincorporated areas of the county not otherwise covered in area plans.

Prior to the adoption of West Sacramento's own general plan in 1990, the most important components of the County's General Plan, for the purposes of the City of West Sacramento, were the Land Use Element of the 1976 East Yolo General Plan and the 1982 Southport Area Plan. Until the adoption of the West Sacramento General Plan in 1990, these two documents constituted the interim general plan for the City of West Sacramento.

East Yolo General Plan

The East Yolo General Plan was adopted by the Yolo County Board of Supervisors in 1976 as the guide for development in the then-unincorporated communities of Broderick, Bryte, Southport, and West Sacramento. Figure I-3 shows the area covered by the East Yolo General Plan. The 1976 plan was a rework of the County's original 1958 plan for this area. The County initiated the plan update in 1973 with the appointment of the East Yolo General Plan Review Advisory Committee. That committee worked closely with County Planning Department staff to produce a final document, which was adopted in May 1976.

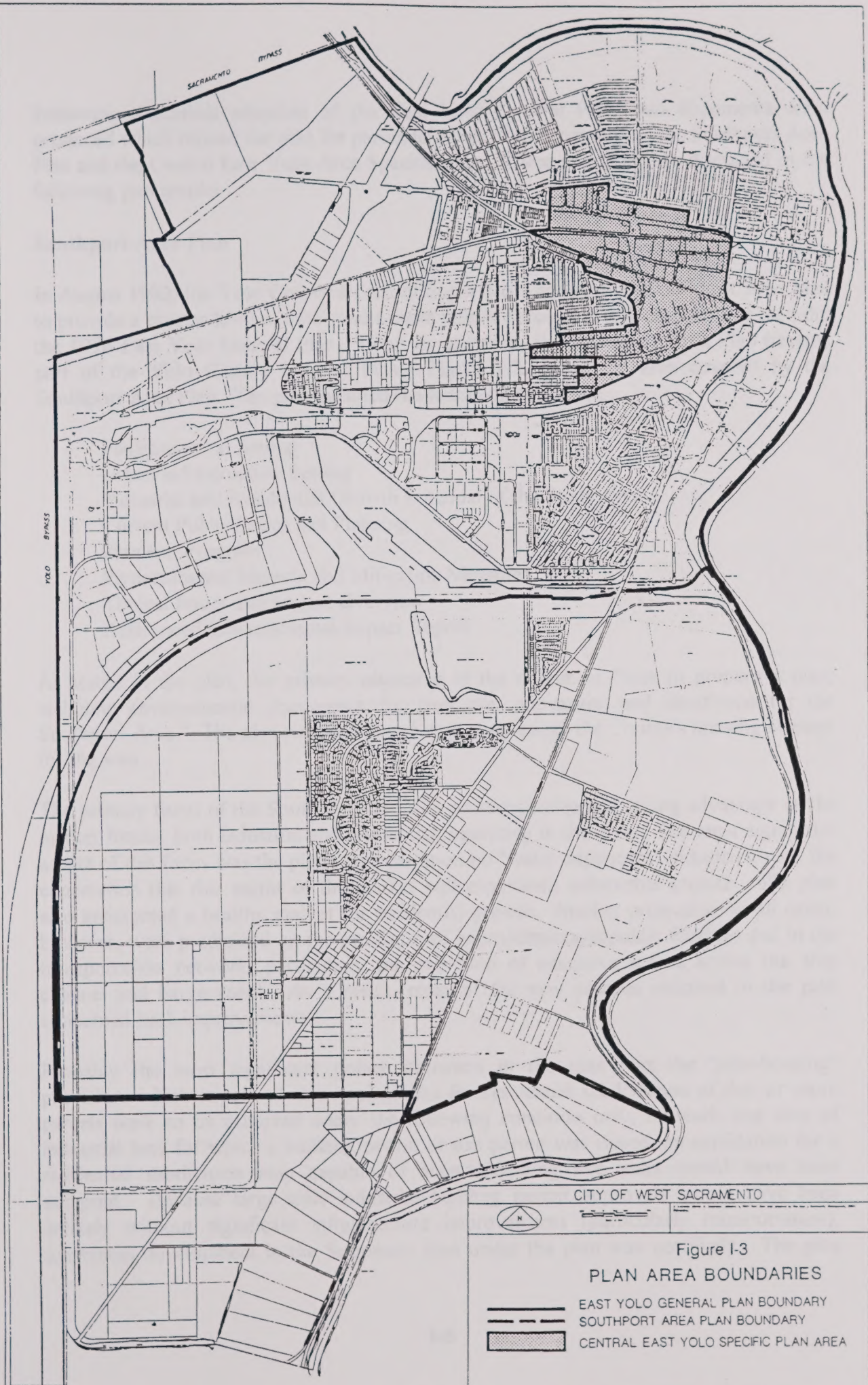
The East Yolo General Plan contained the following eight elements:

- Circulation
- Housing
- Land Use
- Open Space
- People
- Recreation
- Scenic Highways
- Seismic Safety

Each of these elements outlined goals, policies, and implementation programs designed to address problems and opportunities in each respective subject area.

The most comprehensive of these elements was the Land Use Element, substantial revisions of which were adopted in November 1979. This element broke the planning area into eight geographical areas and discussed each in detail with respect to both existing and proposed land uses. Based on this analysis, the element identified several areas of special concern and presented brief discussions of the issues relating to these areas.

The East Yolo plan also included area-specific buildout calculations in terms of population, dwelling units, and traffic generation. The plan estimated a buildout population of 81,183 residents (including 41,079 new residents on vacant residential land) and 47,375 employees and a total of 28,720 dwelling units. In addition, it included a table summarizing compatibility between general plan designations and zoning categories.

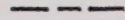


CITY OF WEST SACRAMENTO



Figure I-3

PLAN AREA BOUNDARIES

-  EAST YOLO GENERAL PLAN BOUNDARY
-  SOUTHPORT AREA PLAN BOUNDARY
-  CENTRAL EAST YOLO SPECIFIC PLAN AREA



Scale
1:100,000
NORTH ARROW
SOUTH ARROW
EAST ARROW
WEST ARROW

Following the initial adoption of the East Yolo General Plan, two documents were produced which refined the plan for particular areas of the community: the Southport Area Plan and the Central East Yolo Area Specific Plan. These two plans are discussed in the following paragraphs.

Southport Area Plan

In August 1982, the Yolo County Board of Supervisors adopted the Southport Area Plan to provide a greater level of detail and a more refined focus on the Southport area than did the 1976 East Yolo General Plan. Upon its adoption, the Southport Area Plan became part of the Yolo County General Plan. Figure I-3 shows the area covered by the Southport Area Plan. The plan included the following sections:

- Environmental Setting
- Urban Infrastructure Setting
- Industrial and Residential Growth Potential of the Study Area
- Current Public Policy and Planning
- Plan and Program
- Environmental Impacts and Mitigation Measures
- Topical Issues and Impact Overview
- Referenced Environmental Impact Report

As stated in the plan, the primary objective of the document "was to prepare a plan, including environmental documents, for land use, recreation, and circulation for the Southport Area." The plan was also intended to supplement the County's housing element for the area.

The primary focus of the Southport Plan was on recognizing and taking advantage of the market forces, both industrial and residential, operating in the area. The most significant aspect of this focus was the plan's concentration on "water dependent" industries, with the expectation that this sector of the market will experience substantial growth. The plan also anticipated a healthy market for residential growth. Market projections in all cases, however, were predicated on the provision of improvements in public facilities and in the transportation network, particularly the provision of adequate access across the ship channel and barge canal. As a result, most of the new policies included in the plan concerned such improvements.

Probably the most significant policy statement in the plan was the "jobs-housing" provision, which stipulated that applications for residential subdivisions of five or more parcels were to be accepted under the following condition only: for each one acre of industrial land for which a building permit or use permit was issued, an application for a residential subdivision map capable of accommodating five units would have been accepted. Because large-scale industrial building permit approvals would have been unlikely without significant infrastructure improvements (particularly transportation), substantial development in the Southport area under the plan was not likely. The plan

included policies which outlined such improvement needs. Specifically, it called for either a new four-lane bridge or an additional two-lane bridge on Jefferson Boulevard across the barge canal and for the extension of Industrial Boulevard across the barge canal near the World Trade Center. In addition, the plan contained policies that stipulated that the beneficiaries of these improvements would pay for them.

To date, only one major project--the Southport Industrial Park (SIP)--has been approved in the Southport area. This planned development project (PD-21) covers just over 670 acres along the south and east banks of the Sacramento Deep Water Ship Channel. The area will include four separate land use types, each with a distinct zoning designation: light industrial (PD-21A), heavy industrial (PD-21B), water-related industrial (PD-21C), and commercial and service areas (PD-21). The developers of the project expect to begin the first phase of construction after completion of the Palmadessi Bridge across the Deep Water Ship Channel.

Central East Yolo Area Specific Plan

In December 1982, the Yolo County Board of Supervisors adopted the Central East Yolo Area Specific Plan to refine and implement sections of the 1976 East Yolo General Plan. Figure I-3 shows the Central East Yolo Plan area. The plan was initiated in 1981 as a planning and feasibility study focusing on County facility needs in East Yolo. The ultimate intention was to plan for the development of a branch County Government Center. The Central East Yolo Plan, just as the 1982 Southport Area Plan, recognized and responded to expected regional growth pressures and their potential impact on the East Yolo area.

The document was broken into the following six chapters:

- Executive Summary
- Environmental Setting
- East Yolo Demographic Profile
- Existing Public Facilities
- Existing Land Use Inventory
- Summary of Constraints and Possible Mitigation Measures

The plan included the following findings based on review of existing land uses, environmental considerations, and existing public facilities and services:

- The Central Business District (CBD) is the most appropriate location for the development of a community center facility.
- The commercially-designated area north of the Southern Pacific railroad right-of-way is appropriate as a neighborhood commercial center to serve adjacent neighborhoods.

- Light industrial uses should be encouraged to locate in the area in between the Southern Pacific tracks and the Sacramento Northern tracks.
- Access to the CBD is more than adequate to accommodate increased traffic in the area.
- Parking facilities for activities associated with the development of a new community center appear to be adequate, but parking studies are recommended as development occurs.
- Further studies are needed in the following areas:
 - Transportation needs of existing employees and clients.
 - Detailed information on the water distribution system in order to establish capital improvement plans.
 - Detailed origin/destination information on local transit users
 - Detailed information regarding where persons employed in the area reside.
 - Preparation of Fire Prevention Master Plan and identification of long-range capital improvement needs for fire protection.
 - Development of a capital improvement program with respect to drainage.
 - Economic analysis of the economic relationship between East Yolo and the rest of the Sacramento Region.

West Sacramento Redevelopment Plan

Upon its incorporation in January 1987, the City of West Sacramento assumed responsibility for the implementation of the East Yolo Redevelopment Plan. The redevelopment project area, which is shown in Figure I-4, covers approximately 5,416 acres.

Initial redevelopment activity has been concentrated on one project: the Lighthouse Marina Project.

The Lighthouse Marina project covers approximately 300 acres along the Sacramento River. As proposed, it will include a maximum of 1,200 residential units at varying densities on approximately 110 acres, a 5-acre professional office complex, a 9.8-acre retail and commercial center, an 82-acre public golf course, and about 20 acres of marina and marina-related uses. In addition the full-length of the project waterfront will be developed as a 28-acre linear public park.

ANNEXATION HISTORY AND POLICY

Since its incorporation in January 1987, West Sacramento has annexed no land, and the City has no formal annexation policy yet.

ZONING

Under state law, cities and counties have broad latitude in establishing zoning standards and procedures. Outside of a general requirement for open space zoning and several special requirements governing residential zoning, state law establishes only broadly the scope of zoning regulation and sets minimum standards for its adoption and administration. One key requirement, however, is that zoning be consistent with the general plan.

The City is currently operating under the City of West Sacramento Zoning Ordinance - Zoning Regulations. The City's Zoning Regulations were adopted on October 17, 1990. The interim Zoning Ordinance was extended in September, 1991 until September 18, 1992. On July 15, 1992, the City adopted a permanent zoning ordinance for the City of West Sacramento. Amendments principally dealing with signs and landscaping were made to the ordinance during the subsequent months and a revised Zoning Ordinance was adopted on April 7, 1993.

Following are brief summaries of the zoning categories found within West Sacramento. These summaries outline only general standards and are provided for reference purposes only. The zoning ordinance itself should be consulted for specific questions regarding permitted, accessory, and conditional uses.

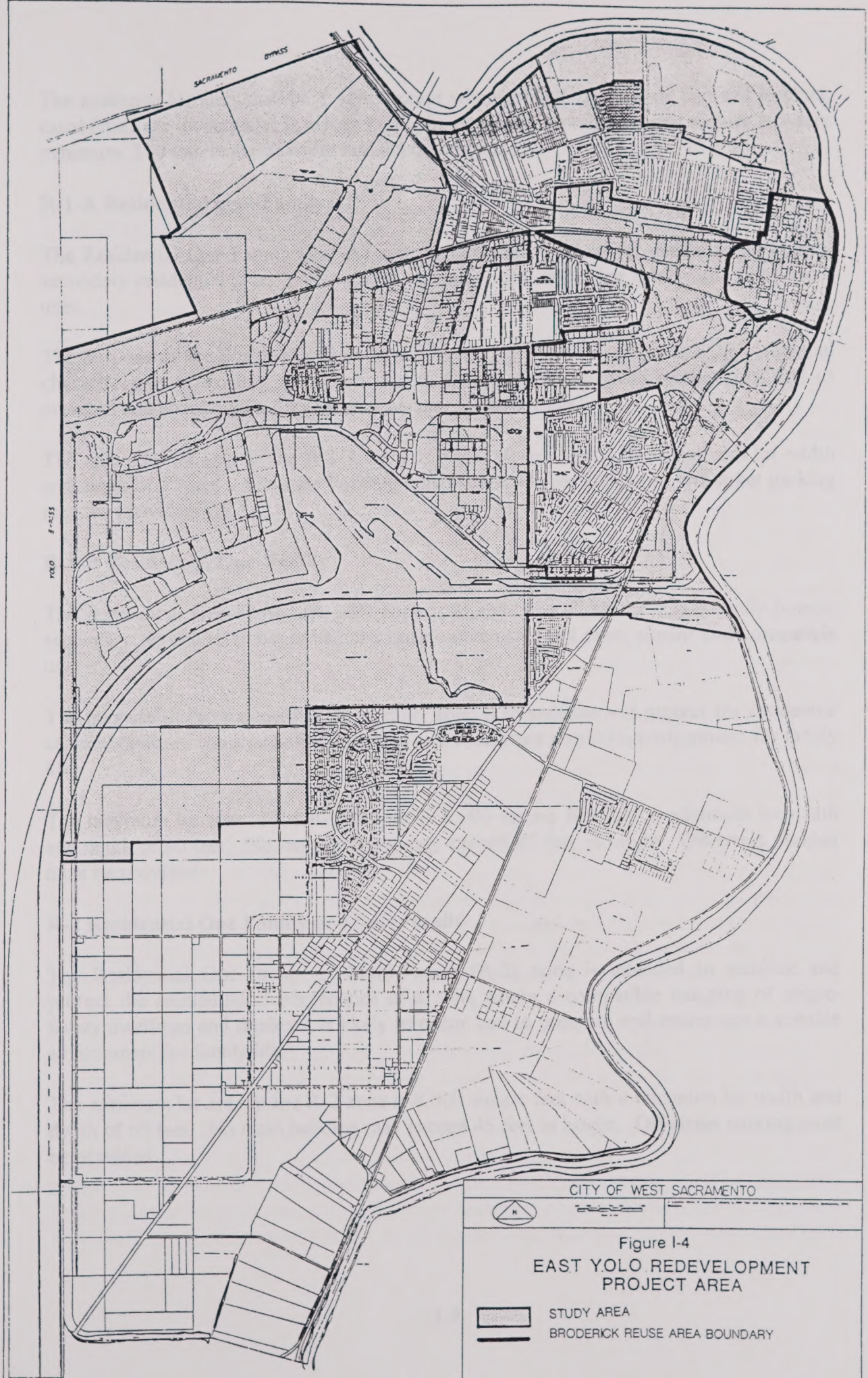
A-1 Agricultural General

The purpose of the Agricultural General zone (A-1) is to preserve lands best suited for agricultural use from the encroachment of incompatible uses and to preserve in agricultural use land suited for eventual development to other uses, pending proper timing for the economical provision of utilities, major streets, and other facilities so that compact, orderly development shall occur. A change of zoning classification from the A-1 zone to any other zoning classification shall be made in accordance with the general plan, and any such development shall receive more favorable consideration if planned for less productive soils.

The minimum lot area in the A-1 zone is 5 acres. The minimum lot width and depth is 300 feet. The maximum building height allowed is 45 feet.

RRA Residential, Rural, Agricultural

The purpose of the Residential, Rural, Agricultural (RRA) zone is to stabilize and protect the rural residential characteristics of the area to which it is applied and to promote and encourage a suitable environment for family life, including agricultural uses. The RRA zone is intended for rural family homes with limited agricultural uses and limited on-site water and sewerage systems and for areas designated as RRA in the City of West Sacramento general plan.



CITY OF WEST SACRAMENTO



Figure I-4
EAST YOLO REDEVELOPMENT
PROJECT AREA



STUDY AREA
BRODERICK REUSE AREA BOUNDARY



THE UNIVERSITY OF TEXAS
AT AUSTIN

LIBRARY
UNIVERSITY OF TEXAS AT AUSTIN

The minimum lot area shall be 1 acre, except when groundwater levels and soil leaching capabilities are inadequate, in which cases the planning commission may require a 5-acre minimum. The minimum lot width and depth is 100 feet.

R-1-A Residential One-Family

The Residential One-Family (R-1-A) zone is intended to allow for single-family homes, secondary residential units, public and quasi-public uses, and other similar and compatible uses.

The purpose of the Residential One-Family zone is to stabilize and protect the residential characteristics of existing neighborhoods that were developed with smaller lots, and to promote and encourage a suitable environment for family life.

The minimum lot area in the R-1-A zone is 5,000 square feet with a minimum lot width and depth of 50 feet. No main building may exceed 45 feet in height. Off-street parking must be provided.

R-1-B Residential One-Family

The Residential One-Family (R-1-B) zone is intended to allow for single-family homes, secondary residential units, public and quasi-public uses, and other similar and compatible uses.

The purpose of the Residential One-Family zone is to stabilize and protect the residential characteristics of the area and to promote and encourage a suitable environment for family life.

The minimum lot area in the R-1-B zone is 6,000 square feet with a minimum lot width and depth of 60 feet. No main building may exceed 45 feet in height. Off-street parking must be provided.

R-2 Residential One Family or Multi-Family

The Residential One-Family or Multi-Family (R-2) zone is intended to stabilize and protect the residential characteristics of a zone where a compatible mingling of single-family dwellings and duplexes is likely to occur and to promote and encourage a suitable environment for family life.

The minimum lot area in the R-2 zone is 8,000 square feet with a minimum lot width and depth of 60 feet. No main building may exceed 45 feet in height. Off-street parking must be provided.

R-3 Residential Multiple-Family

The Residential Multiple-Family (R-3) zone allows all the same uses as the R-2 zone in addition to multiple-family dwellings and group quarters.

The minimum lot area in the R-3 zone is 10,000 square feet for both corner and interior lots with a minimum lot width and depth of 80 feet. The building height limit is 55 feet.

R-4 Residential Apartment

The Residential Apartment (R-4) zone is intended to provide areas within which protective regulations will create an attractive environment for a combination of multiple-family dwellings, group quarters, public and quasi-public uses, and similar and compatible uses.

The purpose of the Residential Apartment zone is to provide for high density multi-family residential units, and similar uses in specifically identified locations within the city.

The minimum lot area in the R-4 zone is 20,000 square feet, with a minimum lot width and depth of 100 feet. No main building may exceed 65 feet in height. Off-street parking is required.

PR Planned Residential

The Planned Residential (PR) zone provides for single-family detached and attached homes, secondary residential units, multi-family residential units, neighborhood commercial uses, parks, open space, public and quasi-public uses, and similar and compatible uses and is applied to largely undeveloped areas.

The purpose of the Planned Residential zone is to provide that all development under the designation shall be approved pursuant to an adopted master development plan encompassing a minimum of 200 acres if initiated by a property owner or developer, or a minimum of 100 acres if initiated by the City. As these master development plans are approved, the Planned Residential designation (i.e. Rural, Low, Medium or High Density), along with Neighborhood Commercial, Recreation and Parks, Open Space, or Public/Quasi Public designations may be added as deemed appropriate based on the approved residential development.

No main building may exceed 45 feet in height. Off-street parking is required.

C-1 Neighborhood Commercial

The Neighborhood Commercial (C-1) zone is intended to provide a center for convenient shopping and services in residential neighborhoods. The C-1 zone is applied in areas of at least three acres where analysis demonstrates that the residential population demands such

commercial development. This designation provides for neighborhood and locally-oriented retail and service uses, multi-family residential units above the ground floor, public and quasi-public uses, and similar and compatible uses.

The minimum lot area in the C-1 zone is 10,000 square feet, with a minimum lot width and depth of 80 feet. The maximum building height allowed is 55 feet. Off-street parking must be provided.

All uses in the C-1 zone must be completely enclosed within a building, except for service stations, off-street parking and loading facilities, and essential services. In C-1 areas directly across the street from residential areas, no off-street parking or loading facilities are allowed in the required front yard.

C-2 Community Commercial

The Community Commercial (C-2) zone is intended to stabilize, improve, and protect community business districts and area-wide business centers. This designation provides for locally and regionally oriented retail and service uses, multi-family residential units, public and quasi public uses, and similar and compatible uses.

All uses in the C-2 zone must be conducted primarily within a completely enclosed building, except for off-street parking and loading facilities and conditional uses such as drive-in restaurants and golf driving ranges. In C-2 areas directly across the street from residential areas, off-street parking or loading facilities must be at least 10 feet from the street and any buildings must be at least 20 feet from the street.

The minimum lot area in the C-2 zone is 10,000 square feet. The minimum lot width and depth is 80 feet with no building exceeding 65 feet in height.

C-3 General Commercial

The General Commercial (C-3) zone is intended to provide a location for wholesale and heavy commercial uses and services which are not suited to other commercial zones. This designation provides land for extensive retail and wholesale commercial uses, offices, public and quasi-public uses, and similar and compatible uses.

The minimum lot area in the C-3 zone is 20,000 square feet. The minimum lot width and depth is 80 feet. No building or structure may exceed 55 feet in height. Off-street parking must be provided.

All uses in the C-3 zone, including the storage of vehicles, equipment, and materials, if not conducted entirely within a completely enclosed building, shall be entirely enclosed by a tight, uniformly painted board fence or reasonable equivalent not less than six feet high. This condition does not, however, apply to nurseries or to the display on street frontage for sales purposes of new or used trailers, other than truck trailers, cars, and trucks in

operating condition. In C-3 areas directly across the street from residential areas, off-street parking or loading facilities must be at least 10 feet from the street and any buildings must be at least 20 feet from the street.

C-H Highway Service Commercial

The Highway Service Commercial (C-H) zone is intended to provide for retail, commercial, amusement, and transient residential uses which are appropriate to highway locations and which are dependent on highway travel. Such zoning is applicable only to areas of two acres or larger and must be located near highways or the service drives thereof.

The minimum lot area in the C-H zone is 10,000 square feet, with a minimum lot width and depth of 80 feet. No building or structure may exceed 55 feet in height. Off-street parking and loading may not be located in required front yard areas.

C-W Water-Related Commercial

The Commercial-Water Related (C-W) zone provides for marinas, boat docks, campgrounds, and retail and service uses which are oriented principally to waterways, public and quasi-public uses, and similar and compatible uses. The purpose of this zone is to provide specifically planned, integrated commercial land uses related to the watershed and to historical restoration where appropriate with public and private recreation facilities and integrated public and private open space.

The minimum lot area in the C-W zone is 10,000 square feet. The minimum lot width and depth is 80 feet with a maximum building height of 55 feet.

P-O Professional Office

The Professional-Office (P-O) zone provides for professional and administrative offices, medical and dental clinics, laboratories, financial institutions, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The purpose of the Professional-Office zone is to provide for the redevelopment of integrated professional districts where all business, professional and administrative activities may be grouped.

The minimum lot area of the Professional-Office zone is 8,000 square feet. The minimum lot width and depth is 60 feet. The maximum building height is 65 feet. Off-street parking must be provided.

B-P Business Park

The Business-Park (B-P) zone provides for professional and administrative offices, medical and dental clinics, laboratories, financial institutions, industrial parks, warehouses, distribution centers, light manufacturing, locally-oriented retail and service uses, public

and quasi-public uses, and similar and compatible uses. The purpose of this zone is to provide locations for large scale, planned business park development.

The minimum lot area of the Business-Park zone is 10,000 square feet. The minimum lot width and depth is 80 feet. The maximum building height is 65 feet.

M-L Mixed Commercial/Industrial

The Mixed-Commercial/Industrial (M-L) zone provides for industrial parks, wholesale and intensive retail commercial uses, warehouses, distribution centers, light manufacturing, offices, public and quasi-public uses, and similar and compatible uses. The purpose of this zone is to accommodate a limited group of business, professional, research and technical manufacturing uses which have unusual requirements for space, light and air and the operation of which uses are clean and quiet.

The minimum lot area is 10,000 square feet, with a minimum lot width and depth of 80 feet. The maximum building height is 65 feet.

M-1 Light Industrial

The Light Industrial (M-1) zone provides areas in which sound industrial development of non-nuisance uses will be protected from incompatible uses.

The minimum lot area in the M-1 zone is 10,000 square feet. No building or structure may exceed 65 feet in height. Off-street parking must be provided.

M-2 Heavy Industrial

The Heavy Industrial (M-2) zone provides areas exclusively for the operation of almost all industries, including those which may generate some objectionable conditions. Such industrial uses are subject only to the regulations needed to control congestion and to protect surrounding areas or adjoining premises. Accordingly the M-2 zone is applied only in locations where adverse effects on neighboring areas is minimized.

The minimum lot area in the M-2 zone is 1 acre. Minimum lot width and depth is 100 feet. No building or structure may exceed 75 feet in height. Off-street parking must be provided.

Waterfront Industrial

The Waterfront Industrial zone provides for docking facilities, bulk cargo handling, manufacturing and assembly, processing, warehousing, trucking terminals, railroad facilities, and wholesale and storage uses for industrial use and similar and compatible uses which are dependent on water transportation, and public and quasi-public uses.

The purpose of this zone is to provide for heavy, water-related industrial activity, including those which may create some objectionable conditions, subject only to regulations needed to control congestion and to protect the surrounding area or adjoining premises.

CBD Central Business District

The Central-Business-District (CBD) zone provides for restaurants, retail, service, professional and administrative office, hotel and motel uses, multi-family residential units, public and quasi-public uses, and similar and compatible uses.

The purpose of this zone is to provide an area to promote the orderly development of retail shopping facilities to service the present and future needs of the surrounding residential community, while preserving and expanding the unique characteristics of the city's original commercial center. The minimum lot area is 5,000 square feet and no building or structure may exceed 65 feet in height.

PQP Public/Quasi-Public

The Public/Quasi-Public (PQP) zone provides for government-owned facilities, public and private schools, and quasi-public uses such as hospitals and churches. The purpose of this zone is to provide for a broad range of public, quasi-public, and non-profit institutional uses. There is no lot area minimum for the PQP zone. No structure may exceed 45 feet in height.

RP Recreation and Parks

The Recreation and Parks (RP) zone is intended to preserve lands of natural beauty or lands containing natural or potential park and recreation features or park and recreation development. No structure may exceed 45 feet in height.

POS Public Open Space

The purpose of the Public Open Space (POS) zone is to preserve public lands designated for public use for open space, drainage, and public right-of-way uses where these uses are in the public interest and consistent with the general plan. No structure may exceed 45 feet in height.

SS Special Study Area

The Special Study (SS) zone is applied to areas in which there is considerable uncertainty with respect to the most appropriate future land uses. The purpose of the Special Study Corridor Zone is to limit development until planning for an area is completed.

PD Planned Development

The Planned Development (PD) zone is intended for parcels for which detailed development plans have been submitted and approved and/or for which detailed written development plans and/or regulations are approved. According to the zoning ordinance, the PD zone allows "any uses or combination of uses which are so arranged and/or designed as to result in an overall development which is found to be in conformity with the standards, intent and purposes of the General Plan." When established, PD zones are designated on the official zoning map by the symbol "-PD" immediately following the basic zoning symbol with which it has been combined. When detailed development plans are approved, an identifying serial number is designated on the official zoning map immediately following the "PD." Hence the designation M-2/PD 21 is applied to an area of the Southport Industrial Park, an industrially-zoned planned development with the serial number "21." There are currently 14 PD-zoned areas covering about 1,775 acres in West Sacramento.

WF Waterfront

The Waterfront (WF) designation provides for marinas, restaurants, retail, amusement, hotel, and motel uses, mid-rise and high-rise offices, multi-family residential units, which are oriented principally to the river, public and quasi-public uses, and similar and compatible uses. All development under this designation shall be approved pursuant to an adopted master development plan (e.g., specific plan).

The purpose of the Waterfront Zone is to allow for high intensity mixed uses which capitalize on the City's river frontage. Much of this area will be redeveloping from prior industrial development. After completion of a master development plan, many properties will be rezoned to other specific use zones such as R-4 or C-W. Mixed projects may remain in this zone.

The minimum lot size is 10,000 square feet and no building or structure may exceed 250 feet in height.

CURRENT ZONING IN WEST SACRAMENTO

Figure I-5 shows the current zoning for West Sacramento, and Table I-1 shows the distribution of West Sacramento land among zoning categories as determined by the 1987 Land Use Inventory. It should be noted that the acreage total in Table I-1 excludes land covered by the highways, roads, and waterways which run through the city. The total therefore falls short of the gross overall acreage total of approximately 14,200 acres.

As Table I-1 indicates, almost half of the land in the city (47.6 percent) was zoned in 1988 for some kind of agricultural use, either exclusively or in some combination with another

classification. Most of this acreage is located south of the barge canal in the southernmost part of the city, although there were several acres of agriculturally-zoned land in the northwestern part of the city, including that on which the California Highway Patrol Academy is located.

Next to agriculture, industrial zoning (including industrial PD zones) occupies the highest percentage of the city's land, with 27.2 percent. The bulk of the industrial zoning is found immediately north and northwest of the Port of Sacramento, while the industrial PD zones are located just south of the port and along South River Road north of the barge canal.

16.7 percent of the city is zoned for residential uses, with over half of this land set aside for exclusively single-family uses not including the PR zone.

EXISTING LAND USE

Table I-2 identifies the amount of land by generalized land use category as of 1988.

TABLE I-1
ACREAGE BY ZONING CATEGORY
West Sacramento
January 1988

Zoning Category	Acres	Percent of Total
Residential		
R-1	865.40	7.0%
R-2	270.03	2.2%
R-3	250.32	2.0%
R-4	88.59%	0.7%
R-S	257.95	2.1%
Subtotal	1,732.30	14.1%
Commercial		
C-1	103.58	0.8%
C-2	210.69	1.7%
C-3	19.60	0.2%
C-H	94.99	0.8%
Subtotal	428.86	3.5%
Industrial		
M-1	2,110.13	17.1%
Planned Development		
PD-1	2.09%	0.0%
PD-6	13.86	0.1%
PD-7	295.35	2.4%
PD-12	12.76	0.1%
PD-15	47.02	0.4%
PD-16	95.11	0.8%
PD-17	15.79	0.1%
PD-21	704.63	5.7%
PD-23	426.24	3.5%
PD-26	10.32	0.1%
PD-29	280.95	2.3%
PD-30	29.01	0.2%
PD-32	2.89	0.1%
PD-36	8.02	0.1%
Subtotal	1,944.02	15.8%
Open Space/Park		
POS	227.75	1.8%
PR	9.74	0.1%
Subtotal	237.49	1.9%
Agricultural		
A-1	5,833.64	47.4%
A-P	25.13	0.2%
Subtotal	5,858.78	47.6%
Grand Total	12,311.57	100.0%

Source: J. Laurence Mintier and Associates. January 1988

TABLE I-2
ACREAGE BY GENERALIZED LAND USE CATEGORY
West Sacramento
March 1988

Land Use Category	Acres	Percent of Total
Residential		
Single-Family	1,519.96	12.3%
Multi-Family, 2 to 4 units	55.68	0.5%
Multi-Family, 5 or more units	87.75	0.7%
Condominiums/Halfplexes	3.14	0.0%
Mobile Homes	135.08	1.1%
Total Residential	1,801.59	14.6%
Commercial		
Transient Lodging	60.28	0.5%
Retail Commercial	132.16	1.1%
Restaurants and Bars	19.62	0.2%
Commercial Recreational	75.95	0.6%
Offices/Financial Institutions	127.30	1.0%
Personal Service Commercial	16.53	0.1%
Mixed Commercial	51.85	0.4%
Total Commercial	483.68	3.9%
Institutional		
Public Institutional	1,313.99	10.7%
Private Institutional	92.69	0.8%
Total Institutional	1,406.68	11.4%
Industrial	860.78	7.0%
Agricultural/Open Space/Vacant		
Agricultural	2,935.47	23.8%
Vacant	4,038.80	32.8%
Open Space/Natural Vegetation	173.86	1.4%
Levees/Canals/Ship Channel	610.71	5.0%
Total Agriculture/Open Space/Vacant	7,758.84	63.0%
Grand Total	12,311.57	100.0%

Source: J. Laurence Mintier and Associates, March, 1988

TABLE I-3
VACANT LAND INVENTORY
West Sacramento
January 1994

Zoning Category	Number of Parcels			Total Acreage
	< 1 Acre	1 - 5 Acres	> 5 Acres	
Agricultural				
A-1	0	5	30	767.40
			Total Agricultural:	767.40
Open Space/Parks				
POS	8	19	27	432.31
R-P	0	2	8	193.31
			Total Open Space/Parks:	625.92
Residential				
RRA	31	13	1	62.29
R-1A	75	1	0	18.60
R-1B	159	0	3	34.77
R-2	54	2	6	134.84
R-3	30	6	1	37.68
R-4	0	0	0	0
PR	8	55	129	2910.05
			Total Residential:	3198.23
Commercial				
C-1	21	2	1	11.21
C-2	22	3	14	145.45
C-3	5	12	6	99.22
CBD	22	2	0	12.80
C-H	5	7	2	32.78
C-W	0	0	0	0
B-P	3	7	4	40.71
P-O	3	5	3	43.88
			Total Commercial:	386.05
Industrial				
M-L	0	2	1	12.27
M-1	12	19	12	173.63
M-2	19	19	13	284.60
M-3	140	2	18	694.34
			Total Industrial:	1164.84
Waterfront				
WF	366	30	21	456.54
			Total Waterfront:	456.54
			Total Of All Land Use Types:	6598.98

Source: West Sacramento Community Development, 1994

Vacant Lands

The city's vacant land inventory, first prepared by Mintier and Associates in 1990, was recently updated to reflect current vacant lands throughout the city as of January, 1994. Table I-3 above summarizes the available vacant lands within the city by parcel size and zoning designation. There are approximately 3,198 acres of residential land, 1,164 acres of industrial land, and 386 acres of commercially zoned land available within the city. These figures do not include lands zoned in such designations as Waterfront, Waterfront Commercial and other designations which allow a range of residential and commercial uses within the City.

A detailed analysis of available residential land to meet the City's projected housing needs appears in Chapter II of the Background Report.

LOCAL AGENCY FORMATION COMMISSION (LAFCO) AND SPHERE OF INFLUENCE

In 1985, the various state laws regulating city and special district organization and annexations were consolidated in the Cortese/Knox Local Government Reorganization Act (Government Code Section 56000 et seq.).

The 1963 Knox-Nisbet Act, which was superseded by Cortese/Knox, created local agency formation commissions (LAFCOs) in each county in California to regulate the organization and extension of services provided by cities and special districts. The Act declares that "among the purposes of the commission are the discouragement of urban sprawl and encouragement of the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county development of local agencies so as to advantageously provide for the present and future needs of each county and its communities" (Government Code Section 56301). In meeting these responsibilities, each LAFCO is required "to review and approve or disapprove, with or without amendments, wholly, partially, or conditionally, proposals for changes of organization or reorganization" (Government Code Section 56475 (a)).

According to Section 56201 of the Government Code, "change of organization" means any of the following:

- A city incorporation
- A district formation
- An annexation to, or detachment from, a city or district
- A disincorporation of a city
- A district dissolution
- A consolidation of cities or special districts

The special districts that fall under LAFCO jurisdiction are defined in Government Code Section 56036. School districts and redevelopment agencies, among others, are not included within this definition and are, therefore, not subject to LAFCO review.

In addition to the regulatory responsibilities of LAFCO, the commission is empowered to initiate and to make studies of existing governmental agencies. These studies include, but are not limited to, inventorying local agencies and determining their maximum service areas and service capabilities.

As the basis in part for making decisions about organizational changes and annexations, LAFCO must adopt a sphere of influence for each local agency subject to LAFCO regulation. The Cortese/Knox Act defines a sphere of influence as "a plan for the probable ultimate physical boundaries and service area of a local agency" (Government Code Section 56076). In practice, "ultimate" is typically defined as 20 years. This includes the identification of "Urban Service Area" boundaries which identify areas within a city's sphere of influence which are served by urban facilities, utilities, and services or which are proposed to be served during the first five years of an adopted capital improvement program. These boundaries shall be adopted in cooperation with the affected cities. Annexations by the affected city of land which falls within an identified urban service area boundary may not be denied by the LAFCO which adopts the boundaries.

In determining the sphere of influence for each local agency, the LAFCO must consider and prepare a written statement of its determinations with respect to each of the following:

- The present and planned land uses in the area, including agricultural and open space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and the adequacy of services which the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (Government Code Section 56425).

Once these spheres are adopted, LAFCO decisions must be consistent with applicable spheres (Government Code Section 56377.5). This means that LAFCO may not approve city annexations outside the adopted sphere of influence for the city.

Subsequent to the adoption of the City's General Plan in May 1990, LAFCO was requested to conduct a sphere of influence study for the City of West Sacramento. In August 1990, LAFCO informed the City that a detailed, comprehensive sphere study must be prepared in order for LAFCO to proceed with the City's request. LAFCO also

The model assumes that the water is at 100°C and that the heat transfer is by convection. The model also assumes that the heat transfer is by convection and that the heat transfer is by convection.

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furnished the City with a set of criteria and guidelines that they will follow in determining a sphere of influence.

Based on a review of these criteria and other issues, the City amended the proposed boundaries in November, 1990. The proposed boundaries encompass two distinct areas. The proposed area north of the existing City limits extends to Interstate 5 and encompasses all of the unincorporated property east of the Yolo Bypass. This north area study has yet to be completed. The proposed area south of the existing City limits extends to Babel Slough and includes all of the unincorporated area east of the Yolo Bypass, to the Sacramento River. This study was completed October, 1991. Completion of the north area study and endorsement of the south areas study are pending the adoption of formal annexation policies by the City.

Yolo County LAFCO has just begun work on the West Sacramento Sphere of Influence and anticipates completion by late 1994.

OTHER PLANS AND LAND USE REGULATIONS AFFECTING WEST SACRAMENTO

City of Sacramento General Plan

The City of Sacramento City Council adopted its current general plan in January 1988. While the Cities of Sacramento and West Sacramento have no common land border (the Sacramento River constitutes the boundary), their land use plans and policies affect one another profoundly. As it concerns West Sacramento, the most significant aspects of the City of Sacramento's General Plan are those dealing with planned land uses immediately across the river and, indeed, those on the river itself.

Sacramento's general plan identifies eleven community planning subareas, the most relevant of which as far as West Sacramento is concerned are North Natomas, South Natomas, and the Central City. These areas are located directly across the Sacramento River from West Sacramento and have been identified for significant growth and/or change according to Sacramento's General Plan. Two other community subareas, Land Park and Pocket, are also located directly across the river from West Sacramento, but are not slated for significant future growth or change. These two primarily residential areas, which lie opposite the largely agricultural and rural Southport area of West Sacramento, amplify the contrasting development patterns which have evolved on the respective sides of the river, with urban development extending much further south on the Sacramento side.

The North and South Natomas areas are slated to absorb dramatic population growth over the life of the plan (through 2016), with an expected increase of over 93,000 residents. To accommodate these new residents, about 23,500 new housing units are expected to be built in these areas. South and North Natomas will also see the creation of an additional 90,000 jobs in new commercial and industrial developments.

While Sacramento's Central City will not grow like the Natomas communities, it is expected to undergo qualitative changes, specifically intensification of existing uses. Several proposals for development of new office and commercial buildings in downtown Sacramento would change the basic complexion of the area.

Because so much of Sacramento's future development will occur close to West Sacramento and because the two cities share the same general residential, commercial, and industrial development markets, any land use decisions made by the City of West Sacramento should consider development planned in Sacramento.

City of Davis General Plan

Although West Sacramento does not share any common borders with Davis, land use decisions made by the City of Davis will have some effect on West Sacramento; this is particularly true since the City of West Sacramento has formally requested that the unincorporated area immediately west of the Yolo Bypass be included in its sphere of influence.

The City of Davis adopted its current general plan in December 1987. The Plan projects a Planning Area holding capacity of 74,725 residents (67,793 in households) and 29,429 housing units. As of October 1987, the Davis Planning Area, which covers the existing city limits (about seven square miles) along with about 77 square miles of surrounding, mostly agricultural land, had 45,457 residents (in households) and 19,523 housing units. So the Plan anticipates an additional 22,336 residents and 9,906 housing units, increases of 25.1 and 33.6 percent, respectively. Plan buildout is projected for the year 2010.

The unincorporated portion of the Davis Planning Area located immediately to the west of the Bypass is identified by the Davis General Plan for future agricultural uses. This area is the only part of the Davis plan which might have a bearing on the West Sacramento General Plan, since it is included in the sphere of influence request that the City of West Sacramento submitted to the Yolo County LAFCO.

The City of Davis in August, 1993 embarked on an update of its general plan. The plan which will be prepared by both planning staff and outside consultants is scheduled for adoption in 1995.

The Port of Sacramento Master Plan

The Sacramento-Yolo Port Commission has its own master plan for development and expansion of the Port of Sacramento. These plans are described in Chapter V, Transportation and Circulation.

AGENCIES CONCERNED WITH LAND USE IN WEST SACRAMENTO

Several governmental agencies exercise some level of regulatory control over land use decisions in West Sacramento, including both permitting and review authority.

Agencies with Permitting Authority

The following paragraphs discuss those agencies which have some sort of permitting authority.

Sacramento-Yolo Port Commission is responsible for developing policy and approving plans for the Port of Sacramento and other land owned by the Sacramento-Yolo Port District, which consists of all of Sacramento County and Yolo County east of the Yolo Bypass. The seven-member commission consists of two commissioners appointed by the Sacramento County Board of Supervisors, two by the Sacramento City Council, one commissioner jointly appointed by the Sacramento City Council and Sacramento County Board of Supervisors, one by the Yolo County Board of Supervisors, and one by the West Sacramento City Council.

The Yolo-Solano Air Pollution Control District (APCD) is responsible for granting two types of permits which pertain to land use. The Authority to Construct permit, is required of any proposal to construct, modify, or operate a facility or equipment that will emit pollutants from a stationary source in the atmosphere. The second, the Permit to Operate, must be obtained from the APCD to ensure compliance with requirements implemented with the Authority to Construct. The Permit to Construct includes a renewal requirement which creates an ongoing monitoring program.

The California State Lands Commission has exclusive jurisdiction over all submerged lands owned by the State as well as the beds of navigable rivers, sloughs, and lakes. The Commission has the authority to grant three kinds of permits: Mineral Extraction Leases; Dredging Permits; and Land Use Leases. Dredging Permits, which are required for any dredging of navigable waterways for the improvement of navigation, reclamation, and flood control; and Land Use Leases, which are required for any proposal to utilize navigable waterways for any purpose other than dredging (i.e., piers, floats, docks, etc.). Each of these two permits are the most pertinent to West Sacramento.

The California State Reclamation Board maintains jurisdiction over all Federal Flood Control Projects and levees which are either part of such projects or which may affect such projects. The Reclamation Board is authorized to grant Encroachment Permits for any activity proposed along or near flood control levees, including changes in land use, construction, earthwork, or removal of vegetation.

The State Department of Fish and Game is a trustee agency for the fish and wildlife resources of the State, including threatened, endangered, and other special status species. Their permit authority stems from the State Fish and Game Code and the California

Endangered Species Act. Any activity that changes the natural state of a river, stream, or lake must enter into a Streambed Alteration Agreement with the Department of Fish and Game, in which conditions will be attached to the activity to protect the fish and wildlife that depend on the affected water body. Suction dredging permits are also issued by the Department for water bodies that are open for dredging. Under section 2081 of the Fish and Game Code, the Department may allow the "take" of a threatened or endangered species with the approval of a management authorization which incorporates mitigation requirements for the loss of habitat or destruction of the protected species.

The Central Valley Regional Water Quality Control Board (RWQCB) maintains jurisdiction over discharges into all rivers, creeks, streams, and canals in the area. Any project that will discharge wastes into any surface waters must obtain waste discharge requirements from the RWQCB. These requirements serve as the Federal National Pollutant Discharge Elimination System (NPDES) Permit.

The California Department of Transportation (Caltrans) has authority over all State highway and freeway right-of-ways, including easements, and undeveloped rights-of-way which have been acquired in anticipation of future construction. Any project which proposes to construct a road connection or perform earthwork within a State highway or freeway must obtain an Encroachment Permit from Caltrans.

The United States Army Corps of Engineers, pursuant to the Rivers and Harbors Act, the Army Corps maintains jurisdiction over all navigable waterways (including nonnavigable streams, creeks, marshes, and diked lands) and requires a permit for any work within these waterways.

Agencies with Review Authority

In addition to those regulatory agencies with direct permitting authority, several local, state, and federal agencies are involved with the permit and environmental process. These agencies, while not issuing permits, have particular areas of expertise or maintain certain review authority and may comment on various aspects of project development.

The California Department of Boating and Waterways comments on the river-oriented features of a riverfront project such as potential for navigation hazards, relation to existing or planned boating facilities, and the public trust doctrine. This department also administers grants and loans for marina development and boat ramps, and reviews federal and local ordinances regulating boating activities.

The California Department of Water Resources (DWR) reviews projects and comments in relation to State Water Project facilities such as the Delta Cross Channel and the California Aqueduct. The DWR also coordinates CEQA and NEPA comments for many departments within the State Resources Agency.

The California Department of Parks and Recreation reviews development projects in relation to State recreation facilities. The Department has also prepared recreation plans covering a large area which would be used in the review of projects, while the State Office of Historic Preservation, within Parks and Recreation, is the designated State Historic Preservation Office (SHPO) and monitors State and federal registered historical resources as well as other statutory responsibilities.

The State of California Native American Heritage Commission reviews projects and comments on potential impacts to Native American archeological resources. The Commission is directly involved with a procedure if Native American artifacts or remains are discovered during construction activities.

The State Department of Fish and Game, as a trustee agency, reviews projects and comments on potential impacts to fish and wildlife resources in general, and identifies potential impacts to endangered or threatened plant or animal species. The Department is required to issue a written finding indicating whether a proposed project would "jeopardize" the continued existence of any endangered or threatened species, or result in the destruction or adverse modification of habitat essential to the continued existence of the species. If the Department makes this "jeopardy" finding, the project proponent is then required to develop "reasonable and prudent alternatives" to conserve the endangered or threatened species.

The California State Clearinghouse, within the Office of Permit Assistance, is the point of contact for review of environmental documents where one or more State agencies will be responsible or trustee agency. The Clearinghouse circulates environmental documents among State agencies, coordinates review, and forwards comments to the lead agency.

The United States Bureau of Reclamation maintains authority over federal water project facilities, including the Sacramento Deep Water Ship Channel, and the Federal Flood Control Project Levees and reviews development projects for potential effects to these facilities.

The United States Environmental Protection Agency (EPA) has review authority over environmental documents that are prepared and circulated pursuant to the National Environmental Protection Act (NEPA). The EPA can comment on the draft EIS's, and NEPA procedures require the filing of final EIS's with the EPA. The EPA has authority over development projects pursuant to Section 404 of the Clean Water Act, which overlaps the Army Corps of Engineers authority. Generally, the EPA reviews Department of Army Permits for compliance with guidelines for implementing Section 404 requirements. The EPA can, in rare cases, override an Army Corps of Engineers decision on a Department of Army permit in order to prohibit discharges into waterways.

The United States Fish and Wildlife Service must be consulted on all federal projects, such as the Army of Corps of Engineers--Department of Army Permit, pursuant to the Fish and Wildlife Coordination Act. The Service comments on potential project effects on

"endangered or threatened" plant and animal species under the Federal Endangered Species Act. In reviewing a project, the Fish and Wildlife Service could issue a "jeopardy" determination and would propose reasonable alternatives to the permitting agency similar to the State Department of Fish and Game process. The Fish and Wildlife Service also comments generally on potential effects on fish and wildlife resources.

The National Marine Fisheries Service is also consulted on all Department of Army Permits as part of the Fish and Wildlife Coordination Act. The National Marine Fisheries Service reviews development projects in relation to overall effects on anadromous fish such as salmon, striped bass, and steelhead. The Service also considers any endangered or threatened anadromous fish which may exist in the area.

FINDINGS

- Until it adopted its own General Plan in 1990, the City of West Sacramento relied on the 1976 East Yolo General Plan Land Use Element and the 1982 Southport Area Plan as its official interim general plan.
- The City of West Sacramento Redevelopment Plan project area covers approximately 5,416 acres. Redevelopment activity has been concentrated on one project to date. The Broderick Reuse Area covers approximately 150 acres along the west side of the Sacramento River and is bounded by Tower Bridge on the south, 8th Street on the west, and the I Street Bridge on the north. The Lighthouse Marina Project consists of approximately 300 acres along the Sacramento River just upriver from the Broderick Reuse site, and is presently under construction.
- Since its incorporation in January 1987, West Sacramento has annexed no land, and the City has no formal annexation policy yet.
- As of the January 1994 vacant land use update, approximately one-half or 6,598 acres of the city's total acreage is vacant. There are 3,198 acres of vacant land zoned residential, 386 acres of vacant land zoned commercial, and 1,164 acres of vacant land zoned industrial.
- Approximately 90% of the land zoned for residential use is designated Planned Residential. Another 456 acres of land is zoned for Waterfront (WF) where residential uses are permitted.
- Agriculturally-used land accounts for 23.8 percent of the city's total acreage.
- Land currently used for residential uses, not including mobile homes, occupies 14.6 percent of the land in West Sacramento.
- The City of West Sacramento has formally requested the Yolo County Local Agency Formation to initiate a sphere of influence study for the City. LAFCO has indicated that it will update the City's Sphere of Influence following adoption of the general plan. Yolo County LAFCO has just begun work on the City's Sphere of Influence and anticipates completion by late 1994.

PERSONS CONSULTED

Castro-Kemper, Elizabeth, Yolo County Local Agency Formation Commission

Duchscherer, Julie, Housing Program Manager, City of West Sacramento Community Development Department

Gibson, Harry, Principal Planner, City of West Sacramento Community Development Department

Hand, Marsha, Deputy Assessor, Yolo County

Hulse, Ben, Former Director, City of West Sacramento Community Development Department

MacNichol, Robert, Director, Yolo County Community Development Agency

Patek, Stephen, Director, City of West Sacramento Community Development Department.

Rikala, Steve, Senior Planner, City of West Sacramento Community Development Department

Weaver, Thomas, Director, Data Processing Services, Yolo County

White, Sandra, Associate Planner, City of West Sacramento Community Development Department.

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CHAPTER II HOUSING

INTRODUCTION

Under the requirements of state law, every city and county in California shall prepare a housing element as one of its general plans. The housing element shall determine in broad the existing housing needs and existing and proposed housing needs. According to these requirements this chapter provides the status of the housing element developed in the current housing element process as required by the California Housing Element Act of 1989 and projected needs, and the measures available to meet these needs, and the environmental and nonenvironmental constraints on the production of a housing element. This document, also in part, deals with the city law, including with and without compliance with the existing elements of the City Government and the

EVALUATION OF PREVIOUS HOUSING ELEMENT

The City of West Sacramento prepared its housing element as required by the California Housing Element Act of 1989, which was passed by the Legislature in 1989. The City of West Sacramento prepared its housing element as required by the California Housing Element Act of 1989, which was passed by the Legislature in 1989. The City of West Sacramento prepared its housing element as required by the California Housing Element Act of 1989, which was passed by the Legislature in 1989.

TABLE II-1
QUANTITATIVE OBJECTIVES
January 1, 1989 - July 1, 1991

CHAPTER II HOUSING

NEW CONSTRUCTION

Housing Level	Current Plan Objective	Current Plan Total
Very Low	0	0
Low	60	60
Medium	25	25
Above Medium	255	255
Total	340	340

REHABILITATION

Housing Level	Current Plan Objective	Current Plan Total
Very Low	0	0
Low	0	0
Medium	0	0
Above Medium	0	0
Total	0	0

HOUSING CONSERVATION

Housing Level	Current Plan Objective	Current Plan Total
Very Low	0	0
Low	0	0
Medium	0	0
Above Medium	0	0
Total	0	0

Source: City of West Sacramento General Plan, Policy Committee, 1989, Table II-1.

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CHAPTER II

HOUSING

CHAPTER II HOUSING

INTRODUCTION

Under the requirements of state law, every city and county in California must prepare a housing element as part of its general plan. The housing element must document in detail the existing housing stock and existing and projected housing needs. Responding to these requirements this chapter: profiles the status of the housing programs developed in the current housing element, summarizes West Sacramento's existing housing, assesses existing and projected needs, analyzes resources available to meet these needs, and reviews governmental and nongovernmental constraints on the production of affordable housing. This Element, also in accordance with state law, complies with and remains consistent with the remaining elements of the West Sacramento General Plan.

EVALUATION OF PREVIOUS HOUSING ELEMENT

The City of West Sacramento proposed 27 implementation programs to be satisfied during the two and a half year-time frame (January 1989 to July 1991) of the Housing Element (adopted May 3, 1990). Table II-1 shows the quantified objectives of these programs.

**TABLE II-1
QUANTIFIED OBJECTIVES
January 1, 1989 - July 1, 1991**

NEW CONSTRUCTION

Income Level	General Plan Objective	Net New Construction Need
Very-Low	90	25
Low	80	61
Moderate	200	82
Above Moderate	255	170
Total	625	338

REHABILITATION

Income Level	Grants and Loans
Very-Low	5
Low	5
Moderate	5
Above Moderate	0
Total	15

HOUSING CONSERVATION

Income Level	Section 8 Rental Assistance	Housing Authority Units
Very-Low	450	140
Low	0	0
Moderate	0	0
Above Moderate	0	0
Total	450	140

Source: City of West Sacramento General Plan, Policy Document, 1990, Table II-2.

IMPLEMENTATION PROGRAMS (JANUARY 1, 1989 - JULY 1, 1991)

Program 1

In accordance with the requirements of state law, the City shall revise the Zoning Ordinance to provide for a density bonus of at least 25 percent and at least one other incentive for residential projects of five or more units which reserve at least 20 percent of their units for lower-income households. The City shall work with the Yolo County Housing Authority in establishing and maintaining "reserved" housing units. The City shall publicize the availability of the density bonus program. Target: 10 very low-income; and 20 moderate income units.

Status to Date:

The City has not revised the Zoning Ordinance to provide for a density bonus and/or other incentives for developers to construct low-income units during the time period of the Element. The City will be considering amendments to the Zoning Ordinance, however, during the time-period 1991-1992 and 1992-1993 FY.

Program 2

The City shall revise the Zoning Ordinance to allow secondary dwelling units in single-family residential zones subject to the granting of a conditional use permit and subject to specific criteria concerning floor area, relationship to principal residence, required parking, and other features. Target: 5 very low-income and 5 low-income units.

Status to Date:

The Zoning Ordinance was revised in 1990 to implement this program. Second units are permitted uses in the R-1 A and R-1 B zones, accessory uses in the R-2, R0-3, and R-4 zones. Second units require a Conditional Use Permit in the RRA and PR zones.

Program 3

The City shall prepare and maintain a current inventory of vacant, residentially-zoned parcels and a list of approved residential projects, and shall make this information available to the public and developers. The City shall update the inventory at least annually.

Status to Date:

The City prepared an inventory of vacant parcels in October, 1990, and the City has made this information available.

Program 4

The City shall pursue all available and appropriate state and federal funding sources to support efforts to meet new construction and rehabilitation needs of low- and moderate-income households and to assist persons with rent payments required for existing units.

Status to Date:

The City has provided rehabilitation loans to 68 units since incorporation. Funding in the City has come from the small cities Community Block Grant Application, redevelopment funds, and private entities which offer weatherization services.

Program 5

The City and Redevelopment Agency may use Community Development Block Grant (CDBG) Funds and tax increment revenues to subsidize on- and off-site infrastructure improvements for lower-income housing projects.

Status to Date:

\$82,878 in CDBG funds were used under the City's 1988 program for wastewater infrastructure improvements in the Bryte area.

Program 6

The Redevelopment Agency may use its powers and revenues to assemble parcels and sell land to developers of lower-income housing projects at reduced costs.

Status to Date:

No such transactions took place during the timeframe of the Element.

Program 7

The City may utilize available techniques, such as mortgage revenue bonds or other mortgage backed securities, to assist in the development of affordable ownership and rental housing.

Status to Date:

There were no new single-family or multifamily housing units constructed in the City of West Sacramento that were financed through the California Housing Finance Agency.

Program 8

The City shall amend the Zoning Ordinance to provide for the development of mobilehomes and mobilehome parks in all residential zoning districts.

Status to Date:

The City has continued to monitor and make amendments when necessary to the Zoning Ordinance, and currently mobilehome parks are permitted in all of the residential zones throughout the City except in the P-R (Planned-Residential) zone.

Program 9

The City shall post and distribute information on currently available weatherization and energy conservation programs.

Status to Date:

The City has made information on currently available weatherization and energy conservation programs available throughout the time period of the Element. The City also administers a program through CDBG funds which offers weatherization, energy conservation assistance, and home repair assistance from the following agencies:

- County of Yolo Department of Social Services (Special Circumstances Program)
- North Coast Energy Services, Inc.
- Pacific Gas and Electric Company

Program 10

The City shall enforce state requirements, including Title 24 requirements, for energy conservation in new residential projects and shall encourage residential developers to employ additional energy conservation measures with respect to the siting of buildings, landscaping, and solar access.

Status to Date:

The City has encouraged state energy conservation requirements by enforcing Title 24 requirements in residential construction during the time period of the element.

Program 11

The City shall continue to apply for direct allocation of funds under the State Small Cities CDBG program. Housing objectives shall be a high priority in the use of CDBG funds.

Status to Date:

The City has applied for the State Small Cities Community Development Block Grant program in each of the following years: 1987 (23 units rehabilitated), 1988 (29 units rehabilitated), 1989 (funding request denied), 1990 (28 units expected to be rehabilitated), 1991 (29 units expected to be rehabilitated), and 1992 (awaiting notice of funding). The 1987 and 1988 programs have been completed, the 1990 program is in progress, and the 1991 program is just beginning (as of the date of adoption of the Housing Element). Income received from loan repayments will be recycled to make additional housing rehabilitation loans to low-income households. The primary responsibility of applying and following through on CDBG applications in the future will be with the Redevelopment Agency.

Program 12

The City shall develop and implement standards applicable to all new residential projects aimed at improving the personal security of residents and discouraging criminal activity.

Status to Date:

The West Sacramento Police Department participates in the City's Project Review Committee, which provides comments to developers on proposed major projects in the City, prior to the submission of land use entitlement.

Program 13

The City shall cooperate with the Yolo County Board of Realtors and Yolo County Housing Authority in implementing a county-wide mortgage credit certificate (MCC) program to assist first-time home buyers. The City shall consider establishing its own MCC program if local participation in the county-wide program is sufficient to merit an independent program. Target: 10 moderate-income households.

Status to Date:

The City has not created or implemented a county-wide mortgage credit certificate program during the time frame of the Element. The City is also no longer in the jurisdiction of the Yolo County Board of Realtors and is now in the jurisdiction of the Sacramento Board of Realtors.

Program 14

The City shall adopt policies and procedures establishing relocation benefits and services for residents displaced by development projects necessitating significant relocation (more than twenty-five residents). The City shall clearly outline procedures for identifying residents eligible for assistance and the type of assistance for which they are eligible. In cases where projects are initiated by the City or the Redevelopment Agency, these benefits and services shall be funded through the redevelopment budget. These efforts should be coordinated with the Yolo County Housing Authority so that displaced residents eligible for housing authority assistance can take advantage of it.

Status to Date:

The Redevelopment Agency has assisted 38 households in relocating.

Program 15

The City shall institute an annually-updated Housing Resources Inventory to guide its housing related activities, particularly with respect to redevelopment and the use of the Redevelopment Agency's tax increment housing set-aside funds. The City shall produce an annual report summarizing the City's housing-related activities for the preceding calendar/fiscal year.

Status to Date:

The Redevelopment Agency has reported annually on its activities relating to housing. No formal Resources Inventory has been prepared, however. The Agency will prepare and update such an inventory under its recently established Housing Program Manager position.

Program 16

Based on the findings of the annual Housing Resources Inventory, the City shall develop an annual Housing Implementation Program which outlines the City's strategy for addressing local housing needs. The Housing Implementation Program should be closely coordinated with the annual budget process to assure that funding commitments necessary to support the implementation of proposed programs are secured.

Status to Date:

The City did not develop an annual Housing Implementation Program during the time-period of the Element.

Program 17

The City shall continue to participate in the Yolo County Homeless Services Coordination Program; this participation shall include an annual funding contribution to be shared with Yolo County and the Cities of Davis, Woodland, and Winters.

Status to Date:

The City has contributed annually to the Homeless Services Program and cooperated with the Community Services Commission to address the needs of homeless in the City and in the County.

Program 18

The City shall continue to cooperate with the Yolo County Housing Authority in the City of West Sacramento in its administration of the Section 8 rental assistance program. Target: 400-450 very-low income households.

Status to Date:

The Yolo County Housing Authority currently administers rental assistance to 393 (344 certificates, 45 vouchers and 4 after-care handicap program) households through its Section 8 program in West Sacramento. By the end of 1991, the total number of households offered Section 8 rental assistance could increase by 21; there have been 60 additional households approved for Section 8 assistance throughout Yolo County for 1991.

Program 19

The City shall cooperate with the Yolo County Housing Authority to assure the continued operation of its public housing projects in West Sacramento. In the event that any of the Housing Authority's below-market-rate units are proposed for replacement by new development, the City will work with the Housing Authority to assure that suitable replacement units are either developed or suitable units are identified for relocation of tenants displaced by new development. Target: 140 very-low-income households.

Status to Date:

The Yolo County Housing Authority currently operates 139 below-market-rate housing units in West Sacramento. The Housing Authority does not anticipate this number will increase in the next several years.

Program 20

The City shall establish policies and procedures for evaluating applications for demolition of residential structures. This evaluation shall consider the implications of the demolition with respect to the retention of affordable housing. If demolitions are deemed to result in a reduction of the amount of affordable housing in West Sacramento, the City shall require the proponent of the demolition to cooperate with the City in providing relocation assistance to displaced residents and in determining the means for replacing demolished units.

Status to Date:

The City has not established procedures for evaluating applications for demolition of residential structures during the time-period of the Element.

Program 21

The City shall establish a program requiring owners of units which are vacated for violation of housing and building codes to pay all or a portion of the costs necessary to relocate displaced residents.

Status to Date:

The City has not established this program during the time-period of the Element.

Program 22

The Redevelopment Agency shall establish and annually update a set of policies and procedures to guide the implementation of the low- and moderate-income housing requirements for redevelopment tax increment revenues. This should include establishing a discrete Housing Fund and outlining priorities for the expenditure of Housing Fund monies.

Status to Date:

The Redevelopment Agency did not establish a Housing Fund during the time-period of the Element, however, the Redevelopment Agency has annually reviewed and updated, if necessary, the City's housing procedures.

Program 23

The Redevelopment Agency shall initiate a rehabilitation program using tax increment revenues to benefit moderate-income households that are not eligible for rehabilitation assistance under the CDBG program. Target: 5 moderate-income units.

Status to Date:

The Redevelopment Agency benefited zero households through its rehabilitation program during the time-period of the Element, however, the Redevelopment Agency will be annually updating and revising its rehabilitation program.

Program 24

The City shall continue to promote equal housing opportunity for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color by continuing to provide funding for the operation of the Yolo County Fair Housing Office.

Status to Date:

The City has continued to promote equal housing opportunity for all persons by cooperating and funding the Yolo County Fair Housing Office and supporting the Fair Housing Plan outlined in the CDBG application for the City of West Sacramento. According to the West Sacramento fair housing plan, it is the policy of the City:

- To assure equal housing opportunities to all without regard to race, color, religion, sex, national origin, ancestry, marital status, or physical handicap;
- To take positive steps to assure that all segments of the population are aware of their rights and responsibilities regarding fair housing;
- To ensure that fair housing practices are applied to all housing offered within the City; and
- To encourage voluntary cooperation from the housing industry.

Program 25

The City shall adopt an emergency shelter/ transitional housing ordinance that identifies appropriate sites for such facilities and establishes clear guidelines for their development. Until the adoption of such an ordinance, the City shall allow by right the development of such facilities in areas zoned R-4, C-2, or C-3.

Status to Date:

The City has not adopted an emergency shelter/transitional housing ordinance.

Program 26

The City shall undertake a study into the possible creation of a City-operated housing authority.

Status to Date:

The City has not pursued a study into the possible creation of a City-operated Housing Authority to date. The City is currently investigating the feasibility of a non-profit.

Program 27

As part of its 1991 Housing Element Update, the City shall undertake an analysis of potential direct and indirect displacement of lower-income households resulting from new development in West Sacramento under the General Plan and an identification of specific actions that the City can undertake to maintain the affordability of the existing housing stock.

Status to Date:

The City as part of the revision of the 1990 Housing Element, analyzed the potential direct and indirect displacement of lower-income households resulting from new development and the final report will be incorporated separately into the 1991 Housing Element Update.

IMPLEMENTATION PROGRAMS (CURRENT)

The following discussion represents a summary of the City's progress in implementing its 32 housing implementation programs adopted as part of its May, 1992 housing element. Many of the programs have been summarized to allow for an abbreviated statement. For a full summary of the implementation program please refer to Chapter II of the General Plan Policy Document. Table II-1 shows the quantified objectives of these programs.

**TABLE II-1
QUANTIFIED OBJECTIVES
JULY 1, 1991 - JULY 1, 1996**

Income Level	New Construction Objective*		Rehab Objective	Replacement/Reloc Objective
Very-Low	120	(138%)	60	200
Low	230	(105%)	80	119
Moderate	361	(100%)	0	0
Above Moderate	740	(100%)	0	0
Total	1,451		140	319

<u>Conservation Objective</u>	
Section 8	400 - 450
Housing Authority	140
Total	540-590

* Percentages represent the percent of SACOG goals met. Number for moderate-income group includes 260 units provided with City and other incentives and subsidies. Remainder of units would be market rate rental units.

Program 1: The City will zone sufficient land at various densities to allow for the construction of sufficient housing to meet its SACOG regional housing allocation between 1991 and 1996. The City will review as needed the amount of land zoned for various residential uses in conjunction with the amount and types of housing produced in the previous year to determine if any changes in zoning may be needed to meet City housing needs. Under present General Plan zoning there is sufficient land to meet the City's needs over the next five years.

Status to Date: The City revised its Vacant Land Survey in January, 1994 and has determined from reviewing the survey results that sufficient land exists for the City to meet its regional housing allocation until 1996. There is a slight shortage of one acre or greater parcels of land zoned R-3 at densities between 12 to 25 units per acre. Nevertheless there is ample available vacant land to fulfill the City's fair share responsibility to 1996.

Program 2: To promote the construction of affordable housing, the City shall establish voluntary goals to be negotiated on a project-by-project basis. Compliance with the affordable housing goals will be strictly voluntary on the part of the developer, except as necessary to comply with state law in the redevelopment area (see Program 4 below).

The City will monitor the results of this program for 18 months, beginning in June 1992. If the process does not result in the number of desired affordable dwelling units, the City will consider adopting mandatory affordable housing goals or other alternatives to ensure the achievement of the City's affordable housing objectives. The City will develop a list of incentives which it is willing to offer in exchange for the provision of the affordable dwelling units.

Status to Date: Applications requiring development agreements have been required to achieve the City's voluntary housing goals. In November, 1992 a development agreement was entered into with Lewis Homes on a 93 unit development under which the developer set aside five units to be restricted for moderate income households. New applications requesting long-term vesting through a development agreement will be required to achieve compliance with the City's housing goals.

Program 3: The City shall provide a minimum density bonus and other incentives to encourage new construction affordable to low-and very-low income persons. The minimum density bonus the City will provide will be in accordance with the requirements of state law: at least 25 percent and at least one other incentive for residential projects of five or more units which reserve at least 20 percent of their units for lower-income households, or 10% of their units for very low-income households. The City shall work with the Yolo County Housing Authority in establishing and maintaining "reserved" housing units. The City shall publicize the availability of the program.

Status to Date: The City adopted a density bonus procedure in May, 1993. One application for a density bonus has been applied for and one density bonus has been granted. The density bonus allowed for the addition of some 6,000 square feet of residential living area for a multi-family project on West Capitol Avenue.

Program 4: The affordability goals in Program 2 are project specific and will apply throughout the City. In addition to these project specific goals, state law requires that of the total number of dwelling units constructed or rehabilitated in a redevelopment area, at least 30% of the units developed or rehabilitated by the Redevelopment Agency must be affordable to low- and moderate-income households (half of which must be affordable to very low-income households) and at least 15% of the units developed or rehabilitated by other entities (public or private) must be affordable units (40% of which must of which must be affordable to very low-income households). To ensure that these aggregate affordable housing goals can be met in the redevelopment area, the City will adopt the following three strategies:

a) require that new developments in the redevelopment area enter into a negotiated development process to set affordable housing goals for each project.

Status to Date: The Lighthouse Marina development is covered by a Disposition and Development Agreement that stipulates when and where their replacement and inclusionary housing obligations will be met. However, no market rate units have been constructed in the development. In the meantime, Lighthouse has purchased a site between 7th and 8th and E and F that is identified in the agreement for the construction of 76 very low income units. The Redevelopment Agency has purchased a site between Douglas, Cummins and Lighthouse where Lighthouse has agreed to build 76 replacement units. However, the old Housing Authority units Lighthouse proposes to remove have not been demolished and are occupied.

A specific plan has been adopted in June, 1993 for the Triangle area. The specific plan includes provisions for how the project will meet its inclusionary housing obligations.

b) establish rehabilitation objectives for dwelling units occupied by low-income households in the redevelopment area.

Status to Date: Most dwelling units in the City are not located in the Redevelopment area. However, Housing Set aside funds are used to provide the match for CDBG loans for rehabilitation of low income dwellings elsewhere in the City. One hundred and four units have been rehabilitated to date.

c) identify sites on which one or more affordable housing projects can be developed by a private or non-profit housing developer using a combination of Redevelopment Agency funds, private funds, and state and federal subsidies. (See Program 22 below for a more complete discussion of this strategy).

Status to Date: RDA staff in early 1993 surveyed available sites for low and very low income housing through field checks, contacting realtors and owners. Nine sites were identified and assessed for large multifamily development projects. In February, 1993, a Request for Proposals was issued for development and construction of housing units to meet RDA's and the City's housing responsibilities. The two best sites and proposals were chosen. Fifty low and very low income units are currently under construction at a site on West Capitol Avenue. The project was financed by tax credits and a \$3.4 million subsidy from the RDA. Forty low and very low income units are proposed for a site at Maple and Holly which the RDA will acquire and turn over to a proposed partnership of the Community Housing Opportunity Corporation (CHOC) and the West Sacramento Housing Development Corporation. The project is proposed to be financed by a combination of tax credits and a projected subsidy of \$2 million in RDA funds.

Program 5: The City shall develop standards to allow secondary dwelling units by right in single-family residential zones, subject to specific criteria concerning floor area, relationship to principal residence, required parking, and other features. The City will promote its second unit standards by including information annually in City utility billings and submitting press releases annually to local newspapers.

Status to Date: The Zoning Ordinance has been revised to permit secondary units as accessory to permitted uses in all zones of the City with the exception of the Commercial Highway (CH) zone. Criteria have been established in the Zoning Ordinance that deal with the placement of second units. The Community Development Department receives several inquiries each month regarding placement of second units.

Program 6: The City shall maintain a current inventory of vacant, residentially-zoned parcels and a list of approved residential projects, and shall make this information available to the public and developers. The City shall update the inventory and list at least every two years.

Status to Date: The Community Development Department completed a revised inventory of vacant lands in January, 1994. The inventory identifies parcels by assessor parcel number, address, size, zoning, and general plan designation. The list will be kept up to date as lands are developed in the City.

Program 7: The City shall pursue all available and appropriate state and federal funding sources to support efforts to meet new construction needs of low- and moderate-income households and to assist persons with rent payments required for existing units.

Status to Date: Fifty-four units of elderly housing were completed under the Section 202 program at the Woodrow Wilson Manor project on Evergreen Avenue. The project was initiated by a non-profit developer. The RDA provided assistance at the end of the project that paid for park fees, and conversion of electric to gas energy for hot water.

The main focus of the City's pursuit of outside funding has been in tax credits. The Redevelopment Agency in partnership with the private developer applied for and received a tax credit allocation for the development of fifty units of low and very low income housing for the West Capitol Courtyard. It is the Agency's intent, to apply for federal tax credits for the forty units proposed at the Maple and Holly site in the City.

The City has made two applications under the HOME partnership program. The first application was for rehabilitation of 101 units of senior housing and the rehabilitation of ten board ups. The second application was for the rehabilitation of eleven single family units and the funding for nine first time home buyers under the City's down payment assistance (HELP) program. Neither of these programs were funded by HCD.

Program 8: The City and Redevelopment Agency will use Community Development Block Grant (CDBG) Funds and tax increment revenues to subsidize on- and off-site infrastructure improvements directly or specifically benefiting lower-income housing projects. The use of CDBG funds would be contingent on the competitiveness of a public facilities application. Tax increment funding will be one of several financial incentives the City will offer to developers to make the provision of low-income housing financially feasible. The Redevelopment Agency will develop guidelines for the use of tax increment funds for the development of affordable housing.

Status to Date: The City has prepared and State HCD has approved in 1993 a CDBG Program Income Reuse Program. An infrastructure revolving fund to make loans to developers of low income housing is an eligible activity under this program. These funds are for offsite infrastructure in support of new construction.

Program 9: The Redevelopment Agency may use its powers and revenues and will develop a list of potential sites that would be appropriate to assemble parcels and sell land to developers of lower-income housing projects. The Agency will actively solicit interested developers to prepare housing proposals for those sites. The assembly of sites could be a financial incentive offered by the City in exchange for the production of affordable housing, but this program will produce affordable units in addition to Program 1.

Status to Date: As part of a process to identify sites for affordable housing, the City issued a Request for Proposal which resulted in the identification of nine sites. From these nine sites the West Capitol Avenue and Maple/Holly sites were selected.

Program 10: The City will apply for an allocation from the state to issue mortgage revenue bonds or assist developers in using other mortgage backed securities, to assist in the development of affordable ownership and rental housing. The City will apply for at least one allocation. The financial feasibility of issuing bonds will depend on the ability of the Redevelopment Agency to raise the required 1/2% deposit (either from tax increment funds or developer contributions, or both), the size of the bond issue relative to the costs of issuing the bond, and the interest rate at which the bonds can be sold. The use of tax-exempt bond financing can be one of the financial incentives to implement Program 1, but additional units are expected to be produced, as well.

Status to Date: With the sharp reduction in interest rates over the past two years the City has not found it practical to pursue an allocation for mortgage revenue bond funding. The City has instead focused on its Shared Equity Housing Program whereby lower income households can purchase homes owned by the RDA. Participants initially obtain a small first loan from a conventional lender and the RDA provides a second. Restrictions are placed on resale for the life of the RDA which is 34 years. Thirteen homes have been sold as of January, 1994 under this program.

Program 11: The City shall amend the Zoning Ordinance to provide for the development of mobile homes and mobile home parks in all residential zoning districts.

Status to Date: Mobile home parks are conditional uses in all residential zones in the City.

Program 12: The City will identify those mobile home parks in properly zoned locations in which the park infrastructure and the majority of the units can be preserved. If requested, the City will assist park owners in applying for state assistance to rehabilitate park infrastructure, assist the residents in applying for state aid to purchase the park, and/or provide tax increment funding to rehabilitate the park infrastructure and units that are feasible to repair.

Status to Date: This item was originally established for completion in FY 1994. Due to higher priorities of other implementation programs this item is being recommended to be delayed to FY 1996.

Program 13: The City shall post and distribute information on currently available weatherization and energy conservation programs.

Status to Date: The City continues to make information available to the public on weatherization and energy conservation programs. The City also administers a program through use of CDBG funds that offers weatherization, energy conservation assistance, and home repair assistance from the following agencies:

- County of Yolo Department of Social Services
- North Coast Energy Services, Inc.
- Pacific Gas and Electric Company

Program 14: The City shall enforce state requirements, including Title 24 requirements, for energy conservation in new residential projects and shall encourage residential developers to employ additional energy conservation measures with respect to the siting of buildings, landscaping, and solar access. Any landscaping and development design guidelines prepared by the City will include consideration of energy conservation.

Status to Date: The City continues to apply state energy conservation requirements by enforcing Title 24 requirements in residential construction.

Program 15: The City shall continue to apply for direct allocation funds under the State Small Cities CDBG program. Housing objectives shall be a high priority in the use of CDBG funds.

Status to Date: The City has applied for the State Small Cities Community Development Block Grant program in each of the following years: 1987 (23 units rehabilitated), 1988 (29 units rehabilitated), 1989 (funding request denied), 1990 (28 units expected to be rehabilitated, 22 completed), 1991 (28 units expected to be rehabilitated, 22 completed as of November, 1993), 1992 (28 units expected to be rehabilitated, one unit completed as of November, 1993), and 1993 (23 units expected to be rehabilitated). The 1987, 1988, and 1990 programs have been completed, the 1991 and 1992 programs are in progress, and the 1993 program has not yet begun. Income received from loan repayments will be recycled to make additional housing rehabilitation loans to low-income households.

Program 16: The City shall develop and implement standards applicable to all new residential projects aimed at improving the personal security of residents and discouraging criminal activity.

Status to Date: This activity is scheduled for FY 1995.

Program 17: The City shall cooperate with the Sacramento County Board of Realtors (as the City is no longer within the Yolo County Board of Realtors' jurisdiction) and Yolo County Housing Authority in implementing a county-wide mortgage credit certificate (MCC) program to assist first-time home buyers. The City shall consider establishing its own MCC program if local participation in the county-wide program is sufficient to merit an independent program.

Status to Date: Neither the City nor the County has created or implemented a county-wide mortgage credit certificate program at this time. The City has however adopted two programs to assist first-time low- and moderate income homebuyers. The City applied for \$180,000 under the HOME program to assist first-time homebuyers in 1994 but was not funded by HCD.

Program 18: The City will contact financial institutions serving West Sacramento to solicit interest in providing financing for low- and moderate-income housing as part of their Responsibility under the Federal Community Reinvestment Act. The City will seek specific lending commitments to be used in conjunction with Redevelopment Agency funds and state and federal funds. The City will work with interested lending institutions and developers to use existing CRA funded programs through the Federal Home Loan Bank Board and the Federal Reserve Bank Board.

Status to Date: As part of the City's Shared Equity Program, the City has identified a number of financial institutions that are willing to work with the City. They have agreed to serve as the First Deed of Trust Financing under the City's Shared Equity Program. Thirteen homes have been sold through the Shared Equity Program using existing lending institutions, carrying and processing the First Deeds of Trust, with the Agency holding the Second Deed of Trust which generally range between \$40,000 and \$60,000.

Program 19: The City shall adopt policies and procedures establishing relocation benefits and services for residents displaced by development projects in the Redevelopment Area. The City shall clearly outline procedures for identifying residents eligible for assistance and the type of assistance for which they are eligible. In cases where projects are initiated by the City or the Redevelopment Agency, these benefits and services shall be funded through the redevelopment budget. For displacement caused by private actions, the City will consider an appropriate mechanism for ensuring that low-income households are relocated. These efforts should be coordinated with the Yolo County Housing Authority so that displaced residents eligible for housing authority assistance can take advantage of it.

Status to Date: The Redevelopment Agency adopted relocation guidelines for the Redevelopment area in 1988 which satisfy this program.

Program 20: The City shall establish policies and procedures for evaluating applications for demolition of residential structures. This evaluation shall consider the implications of the demolition with respect to the retention of affordable housing. If demolitions are deemed to result in a reduction of the amount of affordable housing in West Sacramento, the City shall require the proponent of the demolition to cooperate with the City in providing relocation assistance to displaced residents and in determining the means for replacing demolished units.

Within one year following the adoption of the Housing Element, the City will develop replacement housing guidelines to address the removal of low-income housing by private owners. Among the options the City will consider are the payment of relocation benefits to displaced households, rehabilitation of existing dwelling units to be occupied by low-income households, and the construction of replacement housing.

Status to Date: City staff in conjunction with the City Attorney's office are currently doing a review of the responsibilities of private owners when their actions result in the displacement of their tenants.

Program 21: The City shall establish a program requiring owners of units which are vacated for violation of housing and building codes to pay all or a portion of the costs necessary to relocate displaced residents.

Status to Date: City staff have prepared a draft ordinance that will provide relocation benefits to lower income households displaced from their places of permanent abode as a result of, or in connection with, code enforcement activities.

Program 22: The City shall institute an annually-updated Housing Resources Inventory to guide its housing related activities, particularly with respect to redevelopment and the use of the Redevelopment Agency's tax increment housing set-aside funds. The City shall produce an annual report summarizing the City's housing-related activities for the preceding calendar/fiscal year. As part of this process, the Redevelopment Agency shall establish and annually update a set of policies and procedures to guide the implementation of the low- and moderate-income housing requirements for redevelopment tax increment revenues.

Status to Date: In addition to the projects underway in program 4, the RDA submits an annual report to the State Controller part of which is then forwarded to State HCD which describes housing production activity and what projects will be done in the next year. A summary of projects undertaken annually by the Redevelopment Agency is also reported in the State of the City report. In 1994, the RDA will also be preparing an implementation plan which will include a five year projection of housing activity and projected five year use of the housing set-aside fund.

Program 23: The City shall continue to participate in the Yolo County Homeless Services Coordination Program; this participation shall include an annual funding contribution to be shared with Yolo County and the Cities of Davis, Woodland, and Winters. As part of this program, the City will seek a cooperative effort to develop additional homeless services/facilities capacity on a county-wide basis as required to address homeless needs. If the City prefers to use resource centers as part of its continuing role in assisting the temporarily homeless, first priority for use will be given to City residents who are temporarily homeless.

Status to Date: The City continues to participate in the Yolo County Homeless Services Coordination program.

The West Sacramento Housing Development Corporation is in the process of negotiating with the Broderick Christian Center to acquire five duplex units at 515 A Street operated as transitional housing for the homeless.

Program 24: The City shall continue to cooperate with the Yolo County Housing Authority in its administration of the Section 8 rental assistance program.

Status to Date: The Yolo County Housing Authority as of August, 1993 administers rental assistance to 397 (322 certificates, 69 vouchers, and 6 after-care handicap program) households through its Section 8 program in West Sacramento.

Program 25: The City shall cooperate with the Yolo County Housing Authority to assure the continued operation of its public housing projects in West Sacramento. In the event that any of the Housing Authority's below-market-rate units are proposed for replacement by new development, the City will work with the Housing Authority to assure that suitable replacement units are either developed or suitable units are identified for relocation of tenants displaced by new development.

Status to Date: The Yolo County Housing Authority currently operates 139 below-market-rate housing units in West Sacramento. The Housing Authority believes that this number will not increase in the coming years. There are currently no subsidized rental housing projects in danger of conversion to market rate housing in the City.

Program 26: The Redevelopment Agency shall initiate a rehabilitation program using tax increment revenues to benefit moderate-income households who are not eligible for rehabilitation assistance under the CDBG program.

Status to Date: The Agency's housing efforts over the past two years have been focused on meeting the needs of low and very low income households. Consequently, work has been delayed on this item and is tentatively been rescheduled for FY 95.

Program 27: The City shall continue to promote equal housing opportunity for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color by continuing to provide funding for the operation of the Fair Housing Office.

Status to Date: The City has continued to promote equal housing opportunity for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color by funding the Yolo County Fair Housing Office. In late 1992 a new office was located in West Sacramento.

Program 28: The City shall adopt an emergency shelter/transitional housing ordinance that identifies appropriate sites for such facilities and establishes clear guidelines for their development. Until the adoption of such an ordinance, the City shall allow by right the development of such facilities in areas zoned R-4, C-2, or C-3.

Status to Date: The West Sacramento Zoning Ordinance was amended to provide that an emergency shelter is a permitted use in all residential zones of the City as well as a permitted use in the C-1, C-2, CBD, WF and BP zones of the City. There have been no applications for building permits for such uses since the revision to the Zoning Ordinance took place.

Program 29: The City shall undertake a study into the possible creation of a city-operated housing authority or a non-profit corporation to operate affordable housing developments.

Status to Date: A West Sacramento Housing Development Corporation (WSHDC) was created in 1992. The WSHDC began construction of a fifty unit affordable housing project in November, 1993. It is also looking at assuming responsibility for rehabilitation of a single family home and ownership of five duplexes as transitional housing units.

Program 30: The City will mitigate the potential loss of low-income housing units through the conversion of subsidized rental housing projects to market-rate housing by adopting the specific actions identified in this implementation program.

Status to Date: There are currently no subsidized rental housing projects in danger of conversion to market rate housing in the City.

Program 31: The City will require that affordable housing projects be designed so that there is no discernible exterior difference between such projects and market-rate housing projects.

The City will also require that developers of affordable rental housing projects provide information showing how such projects will be managed to maintain units in sound condition.

Status to Date: The City has required affordable housing projects such as the West Capitol Courtyard and the Maple Holly development to have no discernible difference between it and surrounding market rate projects.

Program 32: The City will implement state standards to include accessibility for mobility-impaired individuals in new housing. The City will encourage developers of affordable housing to include mobility-impaired accessibility in their project design.

Status to Date: The City has implemented through its building permit process compliance with the California Housing Accessibility Standards and Title 24 of the California Code of Regulations.

The City has made tremendous progress over the past two years in implementing the programs of the Housing Element. Limitations on available sources of funding and a poor economy however are not allowing the City and RDA to meet all of the housing objectives that were originally planned.

HOUSING STOCK

Housing Stock Growth and Composition

Between 1975 and 1980, the number of housing units in the area which now constitutes West Sacramento increased by 4.7 percent, from 10,402 to 10,895 (U.S. Census, 1980). Between 1980 and 1990, the number of units increased another 6.5 percent to 11,652 (U.S. Census, 1990). Single-family units accounted for 60.5 percent of the total units, with the remaining units distributed among two- to four-unit structures (7.1 percent), developments of five or more units (17.3 percent), and mobile homes (13.1 percent). By January 1, 1993 there were 12,046 housing units in West Sacramento (California Department of Finance estimate).

Table II-2 shows how West Sacramento's housing stock has changed since 1975. Differences in the Sacramento Area Council of Government's (SACOG) estimates of 1981-1989, and the 1990 U.S. Census results occur because SACOG uses 1980 Census as a benchmark for growth rates, existing housing stock, and vacancy rates.

TABLE II-2
NUMBER AND TYPE OF DWELLING UNITS
West Sacramento
1970 to 1993

Year	Total	Single Family	% of Total	2-4 Units	% of Total	5 + Units	% of Total	Mobile Homes	% of Total
1975	10,402	6,127	58.9%	860	8.3%	2,214	21.3%	1,201	11.5%
1980	10,895	6,308	57.9%	874	8.0%	2,313	21.2%	1,400	12.8%
1981	11,108	6,427	57.9%	968	8.7%	2,313	20.8%	1,400	12.6%
1982	11,166	6,430	57.6%	970	8.7%	2,313	20.7%	1,453	12.6%
1983	11,267	6,541	58.1%	1,034	9.2%	2,313	20.5%	1,379	12.2%
1984	11,306	6,570	58.1%	1,044	9.2%	2,313	20.5%	1,379	12.2%
1985	11,421	6,635	58.1%	1,057	9.3%	2,313	20.3%	1,416	12.4%
1986	11,736	6,728	57.3%	1,081	9.2%	2,333	19.9%	1,594	13.6%
1987	11,903	6,764	56.8%	1,086	9.1%	2,339	19.7%	1,716	14.4%
1988	11,802	6,767	57.3%	1,089	9.2%	2,349	19.9%	1,597	13.5%
1989	11,924	6,788	56.9%	1,139	9.6%	2,351	19.7%	1,646	13.8%
1990	11,652	7,050	60.5%	821	7.0%	2,014	17.3%	1,524	13.1%
1991	11,793	7,159	60.7%	827	7.0%	2,279	19.3%	1,528	13.0%
1992	11,893	7,248	60.9%	835	7.0%	2,279	19.2%	1,531	12.9%
1993	12,046	7,351	61.0%	884	7.3%	2,279	18.9%	1,532	12.7%

Source: Sacramento Area Council of Governments.

U.S. Bureau of the Census. 1990 - 240 units labeled "other".

California Department of Finance. annual estimates.

As Table II-2 indicates, the West Sacramento housing stock has not changed substantially since 1975 in terms of either size or composition.

Since 1975, the relative percentage of single family homes and mobile homes has increased as an overall percentage of the housing stock while the percentage of multiple family units has decreased. This trend is typical of other cities in the area as multifamily housing becomes more difficult to finance.

The land use survey conducted in January and February 1988 by J. Laurence Mintier & Associates also estimated the number of housing units in the city. The survey, which tabulated housing unit totals according to slightly different categories, tallied 658 fewer units in West Sacramento in January 1988 than did the Department of Finance. Table II-3 shows the survey results.

TABLE II-3
LAND USE SURVEY DWELLING UNIT ESTIMATES
West Sacramento
January 1988

Category	Units	% of Total
Single-Family	6,476	58.1
Multifamily, 2 to 4 Units	707	6.3
Multifamily, 5 or More Units	1,828	16.4
Condominiums/Halfplexes	340	3.1
Mobile Homes	1,583	14.2
Public Housing ¹	139	1.3
Miscellaneous ²	71	0.6
Total	11,144	100%

Notes:

¹Yolo County Housing Authority: 76 units in duplexes and 63 units in multi family, 5 or more units.

²Units located on parcels on which the primary use is non-residential.

Source: J. Laurence Mintier & Associates, January 1988.

A comparison of the SACOG and DOF totals for 1988 with those in Table II-2 reveals some notable discrepancies, the most significant of which is the difference in the multi-family (5 or more units) category. The land use survey tallied 521 fewer units than SACOG and 730 fewer than DOF. The results of the land use survey have been included on a citywide, parcel-by-parcel listing of properties which the City will maintain and update periodically. This maintenance and updating will eventually result in the reconciliation of the information which SACOG and DOF use to produce their estimates.

According to City records, nine units were lost through conversion or demolition in 1987, nine units were lost in 1988, and only one in 1989. Thirty-nine substandard units, however, are known to have been removed since 1988 in the block bounded by "E" and "F" Streets and Second and Third Streets, within the boundaries of the Raley's Landing project. Thus, it appears that as many as 60 units were lost during the three-year period of 1987 through 1989.

Table II-4 compares West Sacramento's population, household, and housing stock growth between 1975 and 1993. As the table indicates, while annual relative growth has fluctuated slightly, total growth in the number of housing units in West Sacramento has roughly paralleled population growth over the 18-year period.

TABLE II-4
POPULATION, HOUSEHOLDS, AND HOUSING UNIT GROWTH
West Sacramento
1975 - 1994

Year	Population	Annual % Growth	Households	Housing Units	Annual % Growth
1975	23,880	--	--	10,402	--
1980	24,521	0.50	9,879 ¹	10,895	1.00
1981	25,194	2.70	--	11,108	2.00
1982	25,697	2.00	--	11,166	0.50
1983	25,769	0.30	--	11,267	0.90
1984	25,611	(0.60)	--	11,306	0.40
1985	26,326	2.80	--	11,421	1.00
1986	26,787	1.80	--	11,736	2.80
1987	26,999	0.80	--	11,903	1.40
1988	27,350	1.30	11,366 ²	11,802	(0.80)
1989	27,531	0.73	11,422 ²	11,924	1.00
1990	28,898 ³	4.96	11,052 ³	11,652 ³	(2.28)
1991	29,360	1.60	11,210	11,793	1.21
1992	30,107	2.55	--	11,893	0.84
1993	30,643	1.19	--	12,046	1.29
1994	30,542				
1975-1994 Increase		27.9%			15.8%

Notes:

¹From the 1980 Census.

²Estimate by California Department of Finance; statistics on the number of households are not available for West Sacramento before 1988 (with the exception of the 1980 Census estimate).

³From the 1990 Census.

Sources: U.S. Bureau of the Census; Sacramento Area Council of Governments.

Motels

The opening of a three mile stretch of highway through West Sacramento in 1954 created an uninterrupted four-lane connection between Sacramento and the Carquinez Straits. With the opening of the highway, motels and other travel service oriented businesses were cut off from their patrons who traveled to Sacramento along West Capitol Avenue on the former highway. Despite promotional efforts by motel owners, vacancy rates increased and the majority of the motels slipped into a long-term decline. To survive many of the motels along West Capitol Avenue have found it necessary to lease their rooms for terms longer than traditionally thought of as a typical hotel stay. Additionally, other new motels have sprung up along Interstate 80 which cater to the motoring public.

Some of the motel units in the City which were cut off from their clientele by the new highway, are serving as de facto apartments without either City review or approval. Long-term tenants are likely to cook in their units, which may not be designed or wired for cooking facilities thus representing a potential fire hazard. Many of these units being used for long-term occupancy do not meet the basic health and safety requirements for long-term use as defined by the Housing and Building Code and have never been reviewed against these standards.

When the City of West Sacramento incorporated, it adopted the definition of hotel from the Yolo County Zoning Ordinance which limited occupancy to "transient guests". "Transient" included persons charged in units of less than one month and where a majority of the persons remained for less than three months. This definition however was inconsistent with the definition of "transient" in other portions of the Municipal Code.

The Interim Zoning Ordinance adopted in September, 1990 eliminated the inconsistency in the definition of "transient," and substituted the word "travelers" for "transient." Unfortunately, this only further confused the situation.

In February, 1992 the definition of hotel/motel was amended to provide that non-transients could occupy up to 40% of the rooms of any hotel/motel at any given time.

In 1993, the West Sacramento Redevelopment Agency contracted to have a study conducted concerning the characteristics of the City's motels and their occupants. Preliminary information from that study indicates that no more than 10-15% of available motel rooms have historically been occupied for longer than 30 days. Currently, approximately 1050 motel rooms are available within the City.

On April 7, 1994 the Planning Commission recommended approval to the City Council of the Interim Zoning Ordinance definition of hotel and motel. On June 8, 1994, the City Council adopted the Interim Zoning Code definition of hotel and motel with one non-substantive modification. As adopted, the phrase "by travelers" was replaced with the phrase "for lodging purposes."

Motels which are located within the proper zoning are encouraged to apply to the City for a conditional use permit to convert all or a portion of any facility to apartments. These units would be inspected and brought into conformance with requirements for decent, safe, and sanitary housing. Upgraded wiring and compliance with State handicap standards would be likely requirements to insure safe long-term use.

Housing Tenure

Tenure refers to the distinction between owner and renter households or housing units. In 1990, there were 6,154 owner-occupied households and 4,898 renter-occupied households citywide. Table II-5 shows how West Sacramento's housing units were distributed between rental and ownership units in 1990.

**TABLE II -5
HOUSING TENURE
West Sacramento
1990**

Type of Unit	Occupied Rentals	Occupied Ownership	Total Occupied
Single-family, detached	1,628	4,574	6,202
Single-family, attached	380	237	617
Duplex	326	47	373
3 to 4 units	402	10	412
5 or more	1,816	23	1,839
Mobile Home	244	1,190	1,434
Other	102	73	175
Total	4,898	6,154	11,052

Source: U.S. Bureau of the Census, 1990.

As Table II-5 indicates, in 1990, 6,154 (55.7 percent) of the city's occupied units were owner occupied, while 4,898 (44.3 percent) were rentals.

Vacancy Rates

The vacancy rate is both an indicator of unused housing stock and a measure of consumer opportunity for mobility and choice in living accommodations. The gross vacancy rate as tabulated for the census is a measure of vacant year-round units as a percentage of the total stock of year-round units. Table II-6 summarizes vacancy rates for West Sacramento and Yolo County, as reported in the 1990 Census.

According to the 1990 Census, 600 of the 11,652 housing units in the City limits were vacant, a net rate of 5.2 percent. In 1980, the Census reported that there were 744 vacant units, for a net vacancy rate of 7.2%. The higher vacancy rate in 1980 could reflect an increased supply of units under construction but not yet occupied. The Department of Finance reported a continued decrease in vacancy in 1991. The Census excludes units open to the elements or condemned, as well as units used entirely for nonresidential uses. Typically, vacancy rates are highest for rental units. Table II-7 shows vacancy rates by type of unit and tenure.

TABLE II-6
VACANCY RATES
City of West Sacramento and Yolo County
1990

Community	Year	Total Units	Vacant Units	Rate
West Sacramento	1990	11,652	600	5.2%
West Sacramento	1991	11,793	--	--
West Sacramento	1992	11,893	562	4.7%
West Sacramento	1993	12,046	587	4.9%
Yolo County	1990	53,000	2,028	3.8%
Yolo County	1991	--	--	--
Yolo County	1992	54,730	1,750	3.2%
Yolo County	1993	55,680	1,928	3.5%

Sources: U.S. Bureau of the Census, 1990, Department of Finance, 1991, 1992, 1993.

TABLE II-7
VACANCY BY UNIT TYPE AND TENURE
West Sacramento
1990

Category	Total	Total Occupied	Vacancy Rate	Renter Occupied	% of Total Occupied (Renters)
SF, Detached	6,404	6,202	3.1%	1,628	26.2%
SF, Attached	646	617	4.5%	380	61.6%
MF, 2 units	392	373	4.8%	326	87.4%
MF, 3 or 4 units	429	412	3.9%	402	93.7%
MF, 5 or more units	2,014	1,839	8.7%	1,816	98.7%
Mobile Home	1,524	1,434	5.9%	244	17.0%
Other	243	175	27.9%	102	58.3%
Total	11,652	600	5.2%	4,898	42.0%

Source: U.S. Bureau of the Census, 1990.

The percentage of vacant units provides a quantifiable measurement of supply and demand. A rule of thumb provided by the California Department of Housing and Community Development (1987 California Statewide Housing Plan, Phase I) is that an overall vacancy rate of 4.0 percent to 5.0 percent in urban areas indicates a market reasonably well-balanced between supply and demand. In areas where there is a significant number of second homes or seasonal units, there should be a higher vacancy rate; in West Sacramento there is no evidence of any significant number of second or seasonal units.

Overcrowding

An overcrowded housing unit is defined as one in which more than one person per room (excluding bathrooms and kitchens) reside. Data from 1980 Census for the area within West Sacramento is available only for units which had complete plumbing facilities (97.8 percent of the city's occupied units). The Census reported an overcrowding rate of 6.6% of all households in the City in 1980. In 1990, the citywide overcrowding rate has increased to 11.3% - a total of 1,250 units. Table II-8 shows the percentages of these units that were overcrowded.

**TABLE II-8
OVERCROWDING
City of West Sacramento
1990**

Persons Per Room	Owner-Occupied		Renter-Occupied		Total Units
	Units	Rate (%)	Units	Rate (%)	
0.50 or Less	4,128	37.4	2,119	19.2	6,247
0.51 to 1.00	1,728	15.6	1,827	16.5	3,555
1.01 to 1.50	177	1.6	376	3.4	553
1.50 to 2.00	89	0.8	301	2.7	390
2.00 or more	32	0.3	275	2.5	307
Total	6,154	55.7	4,898	44.3	11,052

Source: U.S. Bureau of the Census, 1990.

The table above supports statewide data suggesting that renters are disproportionately affected by overcrowding. Of the 1,250 overcrowded units in the City in 1990, 952 (76.1%) of them are renter households. The 1987 California Statewide Housing Plan (Phase I) reports that "a majority (57.5 percent) of all households with six or more members are overcrowded. Although most large households are owners, two-thirds of overcrowded households were rented." Furthermore, a far smaller percentage of rental units than of owner-occupied units have six or more rooms. The report estimates that "only 12 percent of the very large renter households have successfully competed for the large units." The profile of overcrowding is probably much the same in West Sacramento as it is statewide.

Housing Condition and Age

J. Laurence Mintier & Associates conducted a preliminary assessment of housing conditions during January and February 1988 in conjunction with the general plan land use inventory. Mintier & Associates classified units according to a simple three-tiered rating system. Based solely on visual cues observed in a windshield survey, each unit was rated as either sound, in need of minor repairs or rehabilitation, or in need of major rehabilitation or replacement. It should be noted that the survey was not conducted by building inspection experts, and that survey results are intended only to provide a general indication of housing conditions citywide and to identify concentrations of housing in need of rehabilitation in West Sacramento. Table II-9 summarizes the survey results.

TABLE II-9
HOUSING CONDITION SURVEY RESULTS
West Sacramento
1988

Community	Total	%	Units In		Units Needing		Units	
			Sound Condition	%	Minor Rehab	%	Needing Major	%
			Number		Number		Replacement	
Broderick	2,337	21.0%	739	31.6%	1,245	53.3%	353	15.1%
Bryte	1,935	17.4%	678	35.0%	1,104	57.1%	153	7.9%
West Sacramento	5,059	45.4%	1,752	34.6%	2,785	55.1%	522	10.3%
Southport	1,813	16.3%	1,432	79.0%	309	17.0%	72	4.0%
Citywide	11,144	100.0%	4,601	41.3%	5,443	48.8%	1,100	9.9%

Source: J. Laurence Mintier & Associates, Land Use Inventory, January and February 1988.

As Table II-9 indicates, almost 60 percent of the housing units in West Sacramento are in need of at least minor rehabilitation, and almost 10 percent of the units in the city need either major work or replacement. Table II-9 also shows that Broderick has the highest concentration of housing needing rehabilitation, with over 68 percent needing at least minor work of which over 15 percent need major work or replacement. Conversely, almost 80 percent of Southport's housing units were classified as being in sound condition, with only 4 percent needing major attention. It should be noted that the survey did not cover hotels and motels with rooms being used as long-term housing.

The classification system employed by the survey team used \$5,000 as the point beyond which repairs were considered major. As reported above Broderick has the highest concentration of units in need of rehabilitation; Broderick also has the highest concentration of rental units in the city. While there is no statistical evidence of a correlation between deteriorated housing conditions and rental housing, it seems likely that many of the units needing rehabilitation are rental units. By implication then, it appears that where rehabilitation is needed the most, residents are least able to undertake repairs themselves.

Since the original survey work done in 1988, the City of West Sacramento hired Connerly & Associates, Inc., to assist the City in their Community Development Block Grant (CDBG) applications. As part of the application process, Connerly & Associates, Inc., completed a housing conditions survey in 1990, focusing particularly on the Broderick, Bryte, and West Sacramento neighborhoods (estimates for all West Sacramento neighborhoods were, however, included in the study report). Table II-10 shows the results of this 1990 survey.

**TABLE II-10
HOUSING CONDITION SURVEY RESULTS
West Sacramento
1990**

Neighborhood	Sound	Minor Rehab	Moderate Rehab	Substantial Rehab	Dilapidated	Total
Broderick	1,870 80%	231 10%	188 8%	7 0%	41 2%	2,337 100%
Bryte	1,362 71%	261 14%	247 13%	48 2%	6 0%	1,924 100%
West Sacramento	4,729 93%	178 4%	97 2%	12 0%	43 1%	5,059 100%
Arlington Oaks	91 44%	104 50%	11 5%	3 1%	0 0%	209 100%
Southport	1,534 96%	33 2%	30 2%	1 0%	6 0%	1,604 100%
Total	9,586 86%	807 7%	573 5%	71 1%	96 1%	11,133 100%

Source: Connerly & Associates, 1990.

The Connerly & Associates, Inc., survey was conducted by driving and walking through each block of the target areas. The survey is a 100 percent census of the exterior housing conditions based on a rating system developed by the California Department of Housing and Community Development (HCD). This rating system uses five categories of condition: 1) sound; 2) minor rehabilitation needed; 3) moderate rehabilitation needed; 4) substantial rehabilitation needed; and 5) dilapidated. It is important to note that the Connerly & Associates, Inc. survey used a different standard (that recommended by the State Department of Housing for CDBG programs) for measuring housing condition. The HCD standard resulted in a smaller percentage of dwelling units being defined as in need of rehabilitation. In general, the HCD rating system is stricter in its definitions of substandard housing conditions than the rating system employed by Mintier & Associates in 1988. Accordingly, the Connerly & Associates, Inc., survey estimated significantly fewer substandard units.

A housing condition survey was also undertaken in the Maple/Holly neighborhood in 1993 as part of the documentation for the 1993 CDBG application. Of the 227 dwelling units surveyed, 48 were sound, 44 needed minor rehabilitation, 125 needed moderate repairs, 8 needed substantial rehabilitation and two were dilapidated.

In large part, housing conditions are a function of the age of the units. The primary explanation for the existence of substandard housing in West Sacramento is simply the age of the units. The 1990 Census shows that 5,976 or 51.3% of all housing units were constructed prior to 1960, and 2,379 or 20.4% of all units were constructed prior to 1950 (See Table II-11). According to the 1980 Census, the Broderick and the Bryte area contained the oldest housing in the City while Southport had the newest housing. While census block information is not available at this time it is unlikely that those trends have changed. With such a large portion of the City's housing over forty years old it is likely that there will be increased needs for rehabilitation of the City's housing stock in the coming years.

**TABLE II-11
HOUSING STOCK AGE
West Sacramento
1990**

Year Residence Built	# of Homes	% of Housing Stock
1989 to March 1990	247	2.2
1985 to 1988	595	5.1
1980 to 1984	857	7.4
1970 to 1979	1851	15.9
1960 to 1969	2126	18.1
1950 to 1959	3597	30.9
1940 to 1949	1559	13.4
1939 or earlier	820	7.0
Total	11,652	100.0

Source: U.S. Bureau of the Census, 1990

Many of the city's older units are concentrated in the community of Broderick along portions of the riverfront. The worst problem is in the "cabins," which are old auto courts dating back as far as the 1920s and are now used as separate permanent residences. With few exceptions, these cabins violate applicable housing-related codes. Many of the older units in other parts of the city were also constructed according to building standards less exacting than today's and, as a result, remain with substandard electrical wiring, plumbing, and foundations.

Housing Costs and Overpayment

The cost of housing has become an increasingly critical issue in California. Since the late 1970s, the statewide housing market has experienced dramatic price increases. Many housing markets in California (particularly in the Bay Area and in Southern California) have seen rapid inflation of housing costs because of increasingly limited supplies of land suitable (or available) for residential development. Because of the vast amount of undeveloped land available in the Central Valley, however, housing has remained relatively inexpensive in Valley communities. This has generally been the case in the Sacramento metropolitan area as large residential subdivision developments have allowed builders to take advantage of economies of scale which keep the overall cost of housing down. Recently, however, housing prices in the Sacramento area have begun to escalate rapidly.

According to a November 1989 study by the California Association of Realtors (CAR), 36 percent of the households in the Sacramento area could afford to buy the median-priced home, whereas only 19 percent of the households statewide could. These figures are down from 46 percent and 21 percent for Sacramento and California, respectively, for 1988. Primarily because of historically low land costs, housing prices in West Sacramento have been even lower than in other parts of the Sacramento metropolitan area. As affordability in the region declines, however, it is likely that affordability in West Sacramento will also decline. There is no doubt that since the 1980 Census affordability has declined in West Sacramento, although less here than in other housing markets.

"Overpayment" has traditionally been defined as a payment exceeding 25 percent of one's income for housing. During the 1980s, most government agencies began to recognize a new standard of affordability of 30% of income to housing expenses in light of changes in household size and expenditure patterns. However, based on the 25% standard, used in the 1992 Housing Element Background Report, 1,871 low-income renters and 518 low-income home owners were overpaying for housing in 1990. In addition, 745 non-low income owners and 585 non-low income renters were paying 25% or more of their income for housing.

Table II-12 shows the number of households overpaying for housing in 1990.

TABLE II-12
HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME
West Sacramento
1990

Household Type	Percentage of Income Spent on Housing			
	< 25%	25-29%	30-34%	35%+
Low Income				
Owners	624	117	37	364
Renters	429	354	343	1,174
Subtotal	1,053	471	380	1,538
Not Low Income				
Owners	2,581	347	193	205
Renters	1,227	257	167	159
Subtotal	3,808	604	360	364
Total	4,861	1,075	740	1,902

Source: 1990 Census and Connerly and Associates

The number of households overpaying for housing has increased in West Sacramento since 1980 as housing prices have increased faster than incomes as estimated by HCD's income eligibility guidelines.

The Sacramento Association of Realtors, through its Multiple Listing Service (MLS), keeps track of both listing and selling prices for homes listed and sold by its member agents in the Sacramento area, including West Sacramento.

The average home price in the City of West Sacramento fluctuated between 1989 and 1993. The Sacramento Association of Realtors reported average home sales price during this time period as follows:

- 1989 \$ 84,167
- 1990 \$107,993
- 1991 \$104,950
- 1992 \$108,200
- 1993 \$110,000 (estimate)

TABLE II-13
MEDIAN SELLING PRICE FOR SINGLE-FAMILY HOMES
West Sacramento
1991-1993

Month	1991		1992		1993	
	Median	# Sold	Median	# Sold	Median	# Sold
January	\$91,000	6	\$107,000	6	\$163,200	6
February	115,000	9	109,500	12	99,250	10
March	112,000	11	95,500	13	122,500	10
April	117,000	15	110,200	18	95,900	14
May	125,000	19	121,900	15	110,000	21
June	105,000	18	104,000	29	113,000	17
July	103,500	14	78,750	8	110,000	13
August	105,000	15	90,500	8	111,000	13
September	95,000	11	122,000	9	120,000	7
October	107,500	3	87,000	13	115,500	11
November	104,200	6	159,500	12	127,000	15
December	89,970	8	97,000	17	121,000	5
Total		145		150		136

Source: Sacramento Association of Realtors, February, 1994

The average price of a house in West Sacramento has risen sharply from 1989 but remained approximately the same since 1991. Median home sale prices per month as reported in Table II-13 can be somewhat misleading because of the few number of sales reported per month. In the last two years, single family homes, particularly those offered at substantially above the median sales price, have had to remain on the market longer before a sale can take place. The total number of sales reported to the Sacramento Association of Realtors has remained about the same since 1991 (145 in 1991 vs. 136 in 1993).

If the current average of 28 percent of income to housing cost criterion is applied to the median housing price in 1994, and assuming a 10 percent down payment and a 10 percent interest rate, the \$99,000 loan needed to purchase the median-priced home sold in West Sacramento during 1994 would require an income of 37,200. This includes a \$99,000 fixed rate 30 year loan at 7 1/4 percent, property taxes, homeowner's insurance and mortgage insurance. The total estimated monthly payment would be \$867 per month.

The U.S. Department of Housing and Urban Development (HUD) estimated that, in 1990, the income level for a four-person, low-income family was \$27,000 for the Sacramento Metropolitan Statistical Area (MSA). The median family income for the same area was estimated to be \$37,500. HCD estimated that, in 1991, the income level for a four-person, very-low income family was \$19,850 and \$31,750 for a lower-income family of four in Yolo County.

The 1990 Census reported the value of specified owner-occupied housing units. The table below shows this information. The median value of owner-occupied units in the City is \$87,600 (See Table II-14).

TABLE II-14
VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS
West Sacramento
1990

Value	Number
Less than \$15,000	34
\$15,000 to \$19,999	10
\$20,000 to \$24,999	16
\$25,000 to \$29,999	20
\$30,000 to \$34,999	25
\$35,000 to \$39,999	42
\$40,000 to \$44,999	64
\$45,000 to \$49,999	112
\$50,000 to \$59,999	326
\$60,000 to \$74,999	868
\$75,000 to \$99,999	1,486
\$100,000 to \$124,999	669
\$125,000 to \$149,999	479
\$150,000 to \$174,999	163
\$175,000 to \$199,999	84
\$200,000 to \$249,999	75
\$250,000 to \$299,999	31
\$300,000 to \$399,999	23
\$400,000 to \$499,999	2
\$500,000 or more	8

Source: U.S. Census Bureau, 1990.

Rental Rates

In 1990, the U.S. Census Bureau reported the contract rent paid for specified renter-occupied units. The data in Table II-15 below shows rents from 4,846 (98.9%) of the 4,898 renter-occupied units in the City in 1990. The median rent paid was \$369.

TABLE II-15
CONTRACT RENT OF SPECIFIED RENTER-OCCUPIED HOUSING
UNITS
West Sacramento
1990

	<u>Value</u>	<u>Number</u>
With cash rent:	Less than \$100	34
	\$100 to \$149	185
	\$150 to \$199	422
	\$200 to \$249	330
	\$250 to \$299	479
	\$300 to \$349	604
	\$350 to \$399	812
	\$400 to \$449	696
	\$450 to \$499	341
	\$500 to \$549	279
	\$550 to \$599	185
	\$600 to \$649	120
	\$650 to \$699	148
	\$700 to \$749	57
	\$750 to \$999	32
	\$1,000 or more	4
No cash rent		118

Source: U.S. Census Bureau, 1990.

In order to compare rental rates within the City of West Sacramento, Elizabeth Seifel Associates conducted a survey in August, 1993 of approximately 16 apartment complexes. The rental rates ranged from \$295/month to \$435/month for a one bedroom unit, \$308/month to \$585/month for a two bedroom unit, and \$333/month to \$530/month for a three bedroom unit. The majority of units at each complex are either one or two bedroom units with very few three bedroom units offered. At the time of the study most complexes had vacancies of both one and two bedroom units.

HOUSING NEEDS

Under the state housing element requirement, housing needs are defined in three categories: existing needs, projected needs over a five year period, and special needs. As detailed above, based on the most current information available, existing housing needs in West Sacramento have been identified and are summarized as follows:

Overcrowding:	1,250 of the city's units (1990)
Substandard Units:	807 units needing minor rehabilitation (1990) 573 units needing moderate rehabilitation (1990) 71 units needing substantial rehabilitation (1990) 96 units in dilapidated condition (1990)
Overpayment:	1,871 of West Sacramento's lower-income renters (1990) 518 of West Sacramento's lower-income owners (1990)

Projected housing needs are the total additional units needed to accommodate the projected population in five years (or within the timeframe of the housing element) in units that are affordable, in standard condition, and not overcrowded.

Special housing needs focus on the needs of subgroups within the population with special housing requirements. The state requires that all housing elements address the needs of the elderly, the disabled, large families, farmworkers, households headed by single mothers, and families and persons in need of emergency shelter and transitional housing.

Income Limits

The California Department of Housing and Community Development annually establishes income limits for counties throughout the State. These limits are recognized by statewide council of governments, such as SACOG, as income levels from which to base housing allocation goals. Traditionally these income levels are based on the median income for a family of four, from which levels are established for households of sizes one to eight persons in the following levels: very low-, low-, moderate-, and above moderate-income. The definitions of these income levels are as follows:

- very low-income: less than 50% of median income;
- low-income: 50% to 80% of median income;
- moderate-income: 80% to 120% of median income;
- above moderate-income: over 120% of median income.

In 1993 the estimated median income for a family of four in Yolo County was 42,600. HCD estimates are based on income guidelines developed by the federal government to determine eligibility for assistance under the community development block grant program. They are not based on an actual survey of households in the region.

These guidelines determine income eligibility limits by household size for government housing assistance at 50% of median income (very low-income), 80% of median income (low-income), and 120% of median income (above moderate-income), as shown below:

TABLE II - 16
INCOME ELIGIBILITY LIMITS FOR YOLO COUNTY HOUSEHOLDS
1993

Household Size	Income Category			
	Very Low	Low	Moderate	Above Moderate
One	\$14,900	\$23,850	\$35,800	\$35,800
Two	\$17,050	\$27,250	\$40,900	\$40,900
Three	\$19,150	\$30,650	\$46,000	\$46,000
Four	\$21,300	\$34,100	\$51,150	\$51,150
Five	\$23,000	\$36,800	\$55,200	\$55,200
Six	\$24,700	\$39,550	\$59,300	\$59,300
Seven	\$26,400	\$42,250	\$63,400	\$63,400
Eight	\$28,100	\$45,000	\$67,500	\$67,500

Source: California Dept. of Housing and Community Development, 1993.

West Sacramento's Fair Share of Projected Regional Needs:

According to Housing Element law, each jurisdiction must project in its housing element the number of new housing units that need to be constructed to serve the needs of all income groups of the projected population. To assist cities and counties, the state has assigned each council of governments responsibility for determining the existing and projected housing needs for its region. SACOG, accordingly, prepared the Regional Housing Needs Allocation, which was adopted in October 1984. Because West Sacramento had not yet incorporated at the time of the study, no allocation was generated specifically for the area. Instead, the area was included in SACOG's allocation for the unincorporated areas of Yolo County, the majority of whose housing units and population fell within West Sacramento's city limits. In July 1989, however, the California Department of Housing and Community Development (HCD) provided the City with an estimate of the City's regional fair share for the period January 1989 to July 1991.

In 1990 the Sacramento Area Council of Governments updated the Regional Fair Share Housing Needs Allocation to cover the period 1991 to 1996. West Sacramento must update its Housing Element to incorporate the new SACOG need projections. This Housing Element Update and the changes to Section II of the General Plan Policy Document reflect goals and programs directed toward meeting the SACOG share during the time-period of the Element.

**TABLE II-17
HCD FAIR SHARE ESTIMATE
West Sacramento**

Income Category	January, 1989		July, 1991		Increase	
	Households	%	Households	%	Households	%
Very Low	4,695	41.1%	4,695	40.1%	0	0.0%
Low	2,227	19.5%	2,261	19.3%	34	12.4%
Moderate	2,090	18.3%	2,168	18.5%	78	28.5%
Above Moderate	2,410	21.1%	2,572	22.0%	162	59.1%
Total	11,422	100.0%	11,696	100.0%	274	100.0%

Source: California Department of Housing and Community Development, July 1989.

Table II-18 shows SACOG's Regional Housing Needs Plan for the City of West Sacramento through the year 1996.

**TABLE II-18
REGIONAL HOUSING NEEDS PLAN
West Sacramento
1989-1996**

Category	Estimated Households 1989	% of 1989 Total	Projected Households 1996	% of 1996 Total	1989-96 Increase	% of Increase	Basic Construction Need
Very Low	3,350	29.3%	3,406	27.6%	56	6.2%	87
Low	1,969	17.2%	2,110	17.1%	142	15.6%	220
Moderate	2,253	19.7%	2,486	20.2%	233	25.6%	361
Above Moderate	3,851	33.7%	4,329	35.1%	478	52.6%	740
Total	11,422		12,331		909		1,408

Source: SACOG, Regional Housing Needs Plan for the SACOG Region, Nov. 1990.

The City's fair share during the time-period 1989 to 1991 specified an increase of 274 households. In the two-year span 1989-1990, the City approved a total of 288 residential permits with 15 demolitions. The permits that have been issued are as follows: 116 permits in 1989, and 172 permits in 1990, 137 in 1991, 168 in 1992, and 29 in 1993. Building permits for an additional fifty multifamily apartment units were issued in late 1993 but were not finished during that year.

TABLE II-19
BUILDING PERMITS FINALED BY THE CITY OF
WEST SACRAMENTO
1989 - 1993

Type of Permit	1989	1990	1991	1992	1993
Single-Family	92	162	126	113	28
Duplex	3	4	8	0	0
Multifamily/Apartment	21	0	0	**54	0
Mobile Home	0	6	3	1	1
Total	116	172	137	168	29
Demolitions	0	15	37*	***51	12

*Includes 27 cabins and/or shacks that were uninhabitable.

**This is five more units than initially reported to DOF in 1993.

***Includes 33 cabins, the majority of which were uninhabited and uninhabitable.

Source: City of West Sacramento Building Department, 1992 and 1994.

SPECIAL NEEDS POPULATION CHARACTERISTICS

Beyond the general housing needs documented above, state law requires that the housing element include an assessment of the housing needs of special groups within the community, including those of the disabled, the elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter.

The Census is generally the most reliable and comprehensive source of the demographic information on which special needs analyses are based. Some of the information cited here is, ten years old. Furthermore, because West Sacramento was not incorporated in 1980, the census data available is incomplete; the information referenced here has been pieced-together using census tract summary information assembled by the Sacramento Area Council of Governments (SACOG) for each of the four communities which constitute West Sacramento (Broderick, Bryte, West Sacramento, and Southport).

Disabled Persons

The term "disabled" refers to a disability (physical, mental, or sensory) which prevents or precludes a person from doing work either in or outside of the home. The number of disabled persons in a community has important implications for providing certain social services, in the removal of barriers to facilities, and in developing housing which has specialized access for disabled residents.

According to the 1980 Census, 1,790 of West Sacramento's 12,692 residents aged 16 to 64 had work disabilities. This represented 14.1 percent of the work force. A person with a work disability may have a health condition which limits the kind or amount of work which he or she can do or which prevents working at a job or business altogether. A work disability may also be defined as a health condition which limits the choice of jobs. Of those identified as having work disabilities according to the 1980 Census, 1,110 were prevented from working altogether and 563 were in the labor force. The remaining 117 did not work, but were not entirely prevented from doing so. Table II-20 breaks disability information down according to community as of 1980.

TABLE II-20
WORK DISABILITY STATUS BY PERCENTAGE
Citywide, By Community, Yolo County
1980

With Work Disability	Broderick	Bryte	West Sacto	Southport	Citywide	Yolo County
In Labor Force	4.3%	4.1%	4.4%	5.0%	4.4%	2.9%
Not in Labor Force						
Prevented from Working	11.1	7.8	8.5	7.7	8.7	3.8
Not Prevented	1.9	0.7	0.8	1.7	0.9	1.0
Total w/ Work Disability	17.3	12.6	13.7	14.3	14.0	7.7
No Work Disability	82.7%	87.9%	86.2%	85.7%	85.9%	92.3%

Source: U.S. Bureau of the Census, 1980.

The census also identified those residents with public transportation disabilities. A public transportation disability is a health condition which makes it difficult or impossible to use buses, trains, subways, or other forms of public transportation. Mobility impairments related to public transportation would likely be similar to those requiring special access features in housing. As Table II-21 indicates, in 1980, 5.5 percent of West Sacramento's residents aged 16 and over had transportation disabilities, 3.1 percent of those between 16 and 64 had such disabilities and 17.9 percent of the city's residents over 65 had public transportation disabilities.

TABLE II-21
PUBLIC TRANSPORTATION DISABILITY BY AGE GROUP BY PERCENT
Citywide, By Community, Yolo County
1980

Age	Broderick	Bryte	West Sacto	Southport	Citywide	Yolo County
16 to 64 with Disability	5.3%	1.6%	2.3%	5.1%	3.1%	1.3%
16 to 64 without Disability	94.7	98.4	97.7	94.9	96.9	98.7
65 and over with Disability	18.5	18.7	18.5	8.1	17.9	14.2
65 and over without Disability	81.5	81.3	81.5	91.9	82.1	85.8
16 and under with Disability	7.5	4.0	5.3	5.4	5.5	2.6
16 and under without Disability	92.5%	96.0%	94.7%	94.6%	94.5%	97.4%

Source: U.S. Bureau of the Census. 1980

Table II-22 also indicates that the highest concentration of residents with transportation disabilities was in the community of Broderick and the lowest was in Bryte.

According to the 1990 Census, there were 946 residents, 16 to 65 years of age with mobility or self-care limitations, and 781 residents over 65 years of age with mobility or self-care limitations (See Table II-22). These residents may have special housing design or retrofitting needs to permit as independent living as possible. The total number of persons reporting mobility or self-care limitations represented about 6.7% of the City's population in 1990. The percentage of residents 65 years of age or more reporting such limitations represented about 21% of West Sacramento's older adult population. Of the total number of mobility or self-care limited persons in West Sacramento, 137 were reported to be in nursing homes, mostly adults over 65 years of age. This leaves 1,590 persons who reported having limitations which may require some type of special housing design and/or housing support services who did not live in an institutional setting in 1990.

TABLE II-22
MOBILITY AND SELF CARE LIMITATIONS

Group	Males	Females	Total
16-64 years of age	463	483	946
65 years of age	306	475	781
Total	769	958	1,727

Total persons reporting mobility or self-care limitations: 1,727

Less total persons reported in nursing homes: 137

Equals total persons not in institutions potentially needing special housing design or support needs: 1,590

Source: U.S. Bureau of the Census, 1990

Special needs of disabled persons vary, depending upon the particular disability with which one is afflicted. For example, the needs of a blind person differ greatly from those of persons confined to a wheelchair. Special facilities such as ramps, elevators or specially designed restrooms necessary for wheelchair access are architectural features needed to make dwellings suitable for persons confined to a wheelchair. Special features needed by ambulatory persons constrained by other disabilities may not be architectural. Instead, these might be simple alterations to conventional dwelling units for furnishing and appliances which make ordinary tasks of housekeeping and home life less trying and more enjoyable. In families, the needs of the disabled person, in terms of special features, would be fewer than those of a single person. Nevertheless, a disabled person in a family would have special needs. Special architectural features could be valuable in giving this person a greater independence, dignity, and quality of life.

Table II-23 shows the number and percentage of West Sacramento's households headed by residents 65 years or older according to the 1990 Census. As the table indicates, West Sacramento's percentage is significantly higher than the comparable number for Yolo County. It should also be noted that of the 2,208 households headed by an elderly person in 1980, 231 (10.5 percent) were below the poverty level as defined by the Census. Income levels are not yet available from the 1990 Census, however, if the percentage remained the same it would translate into 271 elderly households.

TABLE II-23
ELDERLY HOUSEHOLDS
City of West Sacramento and Yolo County
1990

Community	Total Households	Elderly Households	Percentage Elderly
West Sacramento	11,052	2,577	23.3%
In Family Households:			
Householder		1,279	
In Nonfamily Households			
Male Householder Living Alone		436	
Male Householder Not Living Alone		29	
Female Householder Living Alone		801	
Female Householder Not Living Alone		32	
Yolo County (Total)	50,072	8,626	17.2%

Source: U.S. Bureau of the Census, Summary Tape File 1 (STF 1), 1990.

Three primary explanations for the relatively high percentage of older residents in West Sacramento are the city's low overall cost of living, its warm year-round climate, and the relative affordability of housing units. The primary factor contributing to the affordability of West Sacramento for senior citizens is the abundance of cheap housing. For instance, West Sacramento has several mobile home and trailer parks which suit senior citizens particularly well because they offer relatively easy-to-maintain housing which is affordable to seniors on fixed retirement incomes. As discussed in other parts of this chapter, conventional single-family housing and apartments in West Sacramento are also relatively affordable.

Table II-24 shows the number of elderly households by tenure. As is apparent from this table, there are a substantial number of elderly persons who rent in West Sacramento. The total number of elderly owner-occupied households has increased from 1,350 in 1980 to 1,915 in 1990 (41.8% increase). However, the total number of elderly renter-occupied households has decreased from 861 in 1980 to 662 in 1990 (23.1 % decrease). The net total is an increase of 366 elderly households but the emphasis is on affordable owner-occupied housing to elderly persons on low- or fixed incomes.

TABLE II-24
ELDERLY HOUSEHOLDS BY TENURE
West Sacramento
1990

Community	Total Occupied Housing Units Age 65+	Owner Occupied Housing Units Age 65+	Renter Occupied Housing Units Age 65+
West Sacramento	2,577	1,915	662
Householder Age:			
65 to 74 years	1,555	1,165	390
75 years and over	1,022	750	272

Source: U.S. Bureau of Census, 1990

Because the East Yolo area has had a historically high concentration of elderly residents, the Yolo County Housing Authority has been able to secure funding for the development of senior housing. The Housing Authority operates two public housing developments which contain a total of 63 units, all of which are set aside for seniors. The Housing Authority also has 16 one-bedroom units in two other projects which, while not specifically set aside for seniors, are occupied by elderly residents. Some concerns have been expressed that the Housing Authority units are not well-located for seniors, many of whom have mobility limitations which restrict their access to other services, such as public transportation, shopping facilities, and senior centers. This concern was partially addressed when the City of West Sacramento opened the Riverbend Senior Manor on the site of one of the Housing Authority's housing developments. The City is also in the process of converting and renovating a motel to provide 101 units of low-income elderly housing.

Large Families

Family size is an important consideration when it comes to planning for housing. Very simply, areas which have large concentrations of small families or single-person households need to plan for smaller units, and areas with concentrations of large families need to assure that units large enough to accommodate such families are available. Unfortunately, however, information concerning family size is difficult to gather. The 1990 Census provides some minimal data on the number of persons occupying housing units, but does not correlate this information with information on the number of rooms in the units. In 1990, there were 1,316 (11.9 % of total population) households with at least 5 persons. As discussed in a previous section, large families suffer disproportionately from overcrowded housing, and while a majority of large families are homeowners, those who do rent face a very limited supply of large apartments. Statewide, only 12 percent of very large renter households have successfully competed for large units.

Only one percent of households with five or more members are non-family households, according to the 1990 Census. Although there are a sufficient number of dwelling units with three or more bedrooms to accommodate large families, most of these units are single family homes that are not affordable to most low- and moderate-income large families. Over 75% of the overcrowded dwelling units are rental units, according to the 1990 Census. The total number of overcrowded dwelling units is roughly the same as the number of large families. A possible explanation to relate these two Census findings is that most low-income large families in West Sacramento cannot find affordable rental housing. As a consequence, they tend to overcrowd into one and two bedroom rental units.

There is no way to confirm this hypothesis until complete 1990 Census results are available, and have been analyzed but anecdotal evidence from the Yolo County Housing Authority, non-profit housing developers, and social service agencies tend to support this supposition. Both the Housing Authority and the managers of the City's two privately-owned, government subsidized rental developments report that three- and four-bedroom units are always full, and that there is a waiting list for these units. Of East Yolo Manor's 66 units, 32 are three-bedroom units and 17 are two-bedroom units. These units are always rented, and the managers will often allow a family of five or more to occupy a two-bedroom unit temporarily until a larger unit becomes available. The management of Bryte Gardens reported that it has 58 three- and four-bedroom unit for large families, but that large families are often allowed to rent two-bedroom units, as well, until larger units become available. At present, there are 60 families on the waiting list for three-bedroom units in Bryte Gardens and 40 families waiting for four-bedroom units. The Housing Authority has 34 three- and four-bedroom rental units in West Sacramento, and these units are always rented, as well.

The only other resources available to assist low-income large families in West Sacramento is the Section 8 program. This program can provide rent subsidies to large families to rent single family homes. There are 397 households (large and small) receiving Section 8 vouchers in West Sacramento as of August, 1993.

The above analysis of resources available to meet the needs of large families suggests that there are more lower-income large families than resources available. To expand the supply of housing for low-income large families, West Sacramento could cooperate with the Housing Authority in seeking additional Section 8 commitments; work with the Housing Authority or non-profit housing developers to use available state and federal programs for low-income family housing; use Redevelopment Tax increment funds to provide partial financing for rental housing that includes some three- and four-bedroom units; and use the City's density bonus program to encourage the production of affordable rental housing with three or more bedrooms.

In order to determine the need for housing units for large families the RDA staff has reviewed Census data and Yolo County Housing Authority data. For example, in the proposed Maple-Holly project RDA staff believes that 17 three bedroom units and 4 four bedroom units should be provided out of forty housing units.

Farmworkers

Because specific data on the number of farmworkers in a community is not systematically collected, it is difficult to assess the precise needs of this group. The 1980 Census reports 252 persons in the "Farming, Forestry, and Fishing" occupation living in the area that is now incorporated West Sacramento. The 1990 Census reports 425 individuals listing their occupation as in the "Farming, Forestry and Fishing" classification. Because of the predominance of agricultural production activities in Yolo County, it is likely that many of these are farmworkers residing in West Sacramento and working in other areas of the region.

A February, 1994 phone survey conducted by the Community Development Department of local farmers supported this trend. Each of the local farmers surveyed agreed that the need for farm labor within West Sacramento is extremely low. Only one-half of those farmers surveyed employ farmworkers, all of which are seasonal. The number employed by each farm ranged from one person to a high of twelve people during the more labor intensive seasons.

One primary reason given for the low employment of farmworkers is the declining amount of agricultural acreage farmed within West Sacramento. Secondly, the primary crops farmed within the City tend to be grain crops such as wheat and safflower which require far less labor than alternative vegetable crops (See discussion of Agricultural Resources in Natural Resources Element). Only those farmers growing vegetable crops stated that they have a need to hire farmworkers.

As land presently used for agriculture in the City of West Sacramento is developed, there will be a declining need for seasonal farm labor. The City does not anticipate, therefore, that additional migrant farmworker housing will be needed in West Sacramento. Despite the decline in agriculture, however, there will still be a number of year-round residents employed in agriculture. Because most residents employed in agriculture are low-income, the housing needs of year-round resident farmworkers would be the same as other low-income households. They need housing that does not cost more than thirty percent of their income and has adequate space for the number of household members in their families.

Representatives from the Yolo County Agricultural Commission, Yolo County Farm Bureau and the California Employment Development Department were contacted again in the fall of 1993 in an effort to ascertain additional information on farmworker employment in West Sacramento. Information from the Employment Development Department and Census on farm labor is only available by county and is not available for individual subareas.

To address the regional needs of the farmworker community, the Yolo County Housing Authority operates two State-owned migrant farmworker facilities. The Davis Migrant Housing Center is located about ten miles south of Davis and houses approximately 72 families on a seasonal basis (early May to late October). The Housing Authority's other facility, the Madison Migrant Housing Center, is located in the community of Madison, about eleven miles west of Woodland, and can accommodate up to 90 families during the season.

The Housing Authority also manages seven units (3 duplexes and a single family home) in Davis which are owned by the City of Davis and were funded by the Farmers Home Administration (FmHA). These units have been set aside exclusively for agricultural laborers and, according to the Housing Authority, are always occupied.

Families Headed by Single Females

The 1980 Census reported that 927 (8.1 percent) of West Sacramento's 11,501 households were families headed by single females with children under 18. These 927 families represented 12.5 percent of all of West Sacramento's families, significantly higher than Yolo County's 8.9 percent. These households pose both an affordable housing problem as most of the householders are low-income or on fixed income and a need problem as many of the families need affordable child care facilities in order to work. In 1990, the Census reported that 1,164 (10.5%) of West Sacramento's 11,052 households were families headed by single females with children under 18. The California Statewide Housing Plan (Phase I) identifies the following distinguishing characteristics for female householder families:

- Low home ownership rate
- Younger householder
- Children present
- Low incomes and a high poverty rate
- Overcrowding
- High percentage of household income spent for housing

The same report concludes that "among the large special needs groups, female householder families is perhaps the group with the most extensive housing problem." Table II-25 below shows the distribution of households headed by a female in 1990.

TABLE II-25
HOUSEHOLDS WITH FEMALE HOUSEHOLDERS
West Sacramento
1990

Household Size and Type	Number of Households
1 Person	
Female Householder	1,574
2 or More Persons	
Family Households:	
Female Householder, No Husband Present	
With Related Children	1,164
No Related Children	410
Nonfamily Households:	
Female Householder	276
Total Female Householders:	3,424

Source: U.S. Bureau of the Census. 1990

Homeless Persons Needing Emergency Shelter and Transitional Housing

Throughout the country, homelessness has become a major concern. Factors contributing to the increase in homeless persons and families, and those in need of transitional housing include:

- The lack of housing affordable to very-low and low-income persons
- Increases in unemployment or underemployment
- Reductions in government subsidies
- Deinstitutionalization of the mentally ill
- Domestic violence
- Drug addiction
- Dysfunctional families

Solutions to homelessness are as difficult and varied as the solutions to the problems listed above. The housing needs of homeless persons are more difficult to measure and assess than those of any other population subgroup. Since these individuals have no permanent addresses, they are not likely to be counted in the census, and, since they are unlikely to have stable employment, the market provides few housing opportunities.

For several reasons, the number of homeless individuals in West Sacramento is particularly high. The primary reasons according to local sources are dysfunctional families, high drug use and the availability of relatively inexpensive short-term accommodations. Accommodations are also generally less expensive than in neighboring Sacramento, and social service providers, both public and private, in the downtown Sacramento area are very convenient to West Sacramento.

The wooded areas on the banks of the Sacramento River also offer isolated places for the transient homeless to set up campsites. Those occupying such camps are most often single and unemployed, but do not qualify for unemployment. They typically live off general assistance payments which amount to about \$200 a month, plus food stamps.

The Yolo County Social Services Department recognizes three primary classes of homeless: adults without children; families; and children. The department accordingly treats each class differently, offering different types of assistance.

The City of West Sacramento (CWS) is participating with four Cities and the County in the Yolo County Homeless Coordination Project. The project, funded by an agreement between the Cities of Davis, West Sacramento, Woodland, and Winters, and the County of Yolo, provides funding for Cold Weather Shelter and the Homeless Coordinator. The agreement was signed June 1990, renewed in 1993 and runs through 1998.

Cold Weather Shelter provides housing from cold weather at night only four months a year. It runs November through February, and is provided in Woodland by the Yolo Wayfarer Center. There are 20 beds. Bus vouchers for getting to the shelter are provided by the West Sacramento Resource Center. The shelter accepts anyone who is without housing for the cold evenings.

In addition to CWS, there are motel vouchers available to the homeless in West Sacramento. Again, the West Sacramento Resource Center makes these vouchers available through an agreement with STEAC, a non-profit organization located in Davis. STEAC is the motel voucher supplier for the County, and all agencies make referrals for STEAC funds for vouchers. In addition to CWS and the vouchers, there is shelter available through the West Sacramento Resource Center's Scattered Site Shelter program. This program is operated by the United Christian Center. There are ten transitional housing units which can accommodate up to five persons each. These units provide shelter for families with children and are located at 515 A Street. The families enter into a program plan agreement and receive casework support in order to overcome the issues that have led to the homelessness. Families generally stay in these units one to six months. Currently, all of the units are full. Approximately 30-40 persons are being assisted, and there is an extensive waiting list for the units of approximately 20 persons. These units are filled on a first-come, first-service basis.

The Scattered Site Shelter program is funded through June, 1994. The Broderick Christian Center has just filed a Transitional Housing Grant with HUD (February, 1994).

The Yolo County Homeless Coordinator estimates the number of homeless persons in Yolo County, on any given month, at approximately 800 persons. The West Sacramento Resource Center, providing services ranging from shelters and vouchers to information referrals and job placement, assists approximately 2500 persons per month, and the demand is increasing.

The West Sacramento Police Department estimates that as of March 1990 there were approximately 90 homeless persons in West Sacramento. The Broderick Christian Center estimated that, in 1993-1994 there were 100-150 homeless persons living along the river in West Sacramento at any one time, depending on the season. Since 1992, there has been a marked increase in the number of homeless families and single parents with families.

Displaced Households

Because of the level of redevelopment activity expected to occur within West Sacramento over the next several years, households will likely be displaced by new development. State law requires that any person displaced as a direct result of a public project is entitled to relocation assistance, including information regarding their eligibility for assistance, information on available replacement accommodations, assurance that replacement accommodations will be provided prior to displacement, help for persons in obtaining and moving in to comparable housing, and information on state and federal programs which offer assistance. While these requirements address displacement resulting from public agency activities, including redevelopment, they do not cover displacement resulting from private activities, such as recycling of land to "higher and better" uses. A significant level of the latter type of development activity is expected in West Sacramento, thereby resulting in the displacement of at least some households.

Through build-out of the 1990 General Plan (2010), an estimated 930 existing units will be removed and replaced by higher-density residential, commercial, office, or industrial uses. Most of these units are located in the Lighthouse Marina area, the Broderick Reuse Area, and the areas north and south of West Capitol Avenue between Sycamore Avenue and Harbor Boulevard. Since many of these units are substandard, it can be assumed that many of the displaced households will be lower-income households.

Federally Subsidized Low-Income Rental Units at Risk of Conversion to Market-Rate Status

State law requires the identification and status of low-income rental units at risk of conversion to market rate status. Currently, there are only two government-subsidized low-income rental developments in the City of West Sacramento, and neither of these developments could be converted by their owners to market rate housing within the next ten years:

- East Yolo Manor (66 units);
- Bryte Garden Apartments (119 units)

The loan for East Yolo Manor was made in 1983, and rents must remain affordable for the life of the loan. Bryte Garden Apartments was also converted from the Rent Supplement Program and may not convert to market rate rents until the year 2011. There are no local or state-subsidized rental developments at risk of converting to market rate housing. Because there are no at-risk units in West Sacramento, the requirements of state law to compare preservation versus replacement costs and to identify interested non-profit housing corporations do not apply.

AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

State law requires that housing elements contain an analysis of the availability of land for future residential growth and the adequacy of public facilities and services to accommodate this growth. Following are brief discussions of these issues as they pertain to West Sacramento.

Land

There is ample uncommitted vacant land in West Sacramento north of the Deep Water Ship Channel to meet the City's fair share obligation by 1996. Much of the land in Southport is constrained for residential development by the lack of services, particularly transportation access.

Mintier & Associates' 1988 land use survey identified almost 3,800 acres of vacant land and another 2,300 acres of agricultural land within West Sacramento. While most of this land is currently constrained by infrastructure limitations, public improvements which will be developed following completion of the General Plan will make residential development of these vacant areas much more feasible.

**TABLE II-26
VACANT LAND INVENTORY
NORTH OF THE DEEP WATER SHIP CHANNEL**

Zoning Design.	Density/Acre	Density Bonus	Acreage by Parcel Size				Total Acres	Potential # Units
			<.23 Ac # Sites	.23-1.0 Ac # Sites	1.0-5.0 Ac # Sites	> 5.0 Ac. # Sites		
R-1A	1.1-5.0	n/r	63	12	1	0	18.60	74
R-2	5.1-12.0	6.25	28	26	1	0	17.29	165
R-3	12.1-25.0	31.25	25	3	3	0	9.62	192
R-4	25.0-50.0	62.5	0	0	0	0	0	0
WF	25.0-		21	20	3	2	70.03	1400
<u>Lighthouse Marina</u>								
WF PD-29	4.0		99	110	1	0	53.41	
RA								
WF PD-29	6.0		50	0	0	0	8.76	
RB								
WF PD-29	12.0		27	1	6	2	35.03	
RC								
WF PD-29	22.0		0	1	0	1	11.10	
RD								
WF PD-29	38.0		0	0	4	1	16.53	
RE								
<u>Raley's Landing</u>								
WF PD-30			7	11	3	0	12.14	
<u>Triangle Specific Plan Area</u>								
WF PD-41			3	2	7	3	37.60	

Source: West Sacramento Community Development Department, January, 1994.

Note: Potential units are calculated based on taking an average build-out of 80% of the maximum, which is consistent with the figures in the General Plan EIR.

TABLE II-27
VACANT LAND INVENTORY
SOUTH OF THE DEEP WATER SHIP CHANNEL

Zoning Design.	Density/Acre	Density Bonus	Acreage by Parcel Size				Total Acres	Potential # of Units
			<.23 Ac # Sites	.23-1.0 Ac # Sites	1.0-5.0 Ac # Sites	> 5.0 Ac # Sites		
RR	0.5-1.0		0	31	13	1	62.29	62
R-1B	1.1-5.0		142	17	0	3	69.77	279
R-2	5.1-12.0		0	0	1	6	168.01	1612
R-3	12.1-25.0		2	0	3	1	28.06	561
PR	6.0		0	8	55	129	3191.53	14,362
WF	25.0		0	0	0	1	231.98	4620

Source: West Sacramento Community Development, January, 1994.

TABLE II-28
INVENTORY OF VACANT PARCELS
WHERE MULTIFAMILY HOUSING (APARTMENTS)
REQUIRE A CONDITIONAL USE PERMIT

Zone Design.	Density Range	Acreage by Parcel Size				Total Acres	Potential # Units
		<.23 Acre # Sites	.23-1.0 Ac. # Sites	1.0-5.0 Ac # Sites	>5.0 Ac. # Sites		
Parcels North of the Deep Water Ship Channel:							
C-1	5.1-12.0	19	2	0	0	2.60	25
C-2	5.1-12.0	8	14	2	2	37.08	355
CBD	5.1-12.0	6	16	2	0	12.80	122
PO	5.1-12.0	1	2	5	3	43.88	421
Parcels South of the Deep Water Ship Channel:							
C-1	5.1-12.0	0	0	2	1	8.61	82
C-2	5.1-12.0	0	0	1	12	108.37	1040
CBD	5.1-12.0	0	0	0	0	0	0
PO	5.1-12.0	0	0	0	0	0	0

Source: West Sacramento Community Development, January, 1994

An updated vacant land survey was completed by Community Development in 1994 and is summarized in Tables II-26 through II-28 and Appendices II-B to II-E.

The potential number of units calculated in the above tables II-26 through II-28 are based on an assumption that buildout will occur at approximately 80% of the maximum density allowed in a particular zone. This figure was used in the 1990 General Plan EIR as a basis for determining likely buildout. It is based on an extensive survey of the experience of other jurisdictions in the Sacramento area conducted by Mintier and Associates in 1989 as part of the City's General Plan update. Project approvals in West Sacramento that occurred over the last seven years suggest that single family residential projects are building out at densities less than 80% of the maximum allowed (e.g. Bristol Pointe) and that multifamily projects are building out at densities slightly above 80% of the maximum allowed (e.g. Woodrow Wilson Manor and Capitol Courtyard).

Availability of Vacant Land Sites North of the Deep Water Ship Channel

Table II-26 shows vacant lands that are available north of the Deep Water Ship Channel. This table is supplemented by a series of appendices which show available lands on an individual parcel basis including lands designated R-2 (Appendix B), R-3 (Appendix C), and WF (Appendix D). These sites will provide nearly the entire amount of land necessary to satisfy the City's Fair Share Housing obligation until 1996.

Residential development on these parcels shown in Table II-26 is a permitted use. The only exceptions are a few parcels within Old Broderick that are zoned WF (Waterfront) and require a master plan or planned development prior to development. These parcels are not necessary to fulfill the City's housing obligation. Other areas that are zoned WF such as Lighthouse Marina, Raley's Landing and the Triangle have approved specific plans and no additional entitlements are necessary. These three specific development projects are described in more detail later in this section.

In addition to the above table, as part of a Request for Proposals on Affordable Housing the City in 1993 analyzed vacant sites for multifamily housing. This investigation included eleven individual sites, twenty-six parcels and over sixty acres of vacant land. Ten of the sites and twenty of the parcels are located north of the Deep Water Ship Channel. These sites alone could easily satisfy the City's Fair Share obligation for low and very low income households by 1996. As part of that analysis, positive and negative features of each site including necessary assessments, availability of infrastructure and required permits were identified.

Aside from the three major redevelopment projects discussed earlier there are three other areas north of the Deep Water Ship Channel where there are several sites available for residential development.

The first area is west of Third Street, north of G Street, east of 8th Street, and south of Cummins Way. This area contains many small to mid-sized R-2 and R-3 sites. The area consists of many old water and sewer lines which could require on and off-site improvements prior to development for residential uses. As part of the Request for Proposals for Affordable Housing a three acre site at the northwest corner of Fifth Street and E Street was analyzed. The site, which has the potential for up to seventy units, has previous toxic problems, public utilities that are in excess of 50 years old, and noise impacts from the location of the railroad to the north. Other sites in this area have localized infrastructure problems which can only be assessed at the time of project development.

A second group of sites is located north of West Capitol Avenue, west of an RD 900 main ditch, east of Pecan Street, and south of the Southern Pacific Railroad tracks. The sites are all zoned R-2. Infrastructure is available or in close proximity to nearly all of the available sites within this area. This grouping of sites includes the proposed Maple Holly multifamily housing project which is currently under consideration by the RDA. Residential development in this general area has recently required improvements to the Michigan Street sewage pump station. Replacement of old small sized mains in the Michigan Boulevard area will be also be necessary. There are minor localized flooding problems in the Poplar Avenue area due to slow drainage into drain inlets but no known other drainage problems. These and other localized problems should not serve as a constraint in development of vacant sites in this area.

A third area is a triangular shaped area bounded by Sunset Avenue on the northwest, Harbor Boulevard on the west and the Southern Pacific Railroad tracks on the southeast. There are several vacant R-2 sites in this area as well as several R-3 sites along Sunset Avenue and North Harbor Boulevard. Public infrastructure is available or in proximity to nearly all of these vacant sites in the area. Two sites and nine parcels were analyzed in this area as part of the Request for Proposals for Affordable Housing. Eight of the parcels north and south of Elm Street were found to need a new domestic water main; improvements to curbs, gutters and sidewalks; undergrounding of utilities; and several parcels did not have sewer available. A second 1.8 acre site at the northwest corner of Elm and the Southern Pacific Railroad site was also evaluated and determined to likely require frontage and public utility improvements along with problems resulting from the proximity of the Southern Pacific rail tracks.

In addition to the sites identified above, there are a number of commercially zoned sites north of the Deep Water Ship Channel where apartments and multi-family housing is a conditional use. These commercial lands provide opportune sites for higher density housing because of their access to community services. These sites are analyzed in Table II-28.

Residential densities on commercially zoned sites are computed based on a floor area ratio standard. The floor area ratio in this case is the area of all residential uses on the site divided by the total lot area. For example, a 100,000 square foot lot in the C-2 zone would be entitled to have 30,000 square feet of residential space which translates into a .3 floor area ratio.

Six commercially zoned sites were analyzed as part of the City's 1993 Request for Proposals for Affordable Housing. This included the West Capitol Courtyard site at 2455 West Capitol Avenue where a use permit was approved by the Planning Commission in 1993. Two of the sites had relatively minor constraints whereas one of the sites had a culvert on the site that rendered it difficult to develop as well as significant relocation costs to relocate existing businesses and residences.

Two additional commercially zoned sites, both of which are over eight acres, were analyzed; one at the northwest corner of Douglas and Sacramento and one at the southeast corner of Jefferson and Sacramento. Neither of the sites contain major infrastructure problems. A proposal for the site at the southeast corner of Jefferson and Sacramento was submitted as part of the Request for Proposal for Affordable Housing. It is anticipated that one additional conditional use permit for multifamily housing will be submitted to the City by 1996.

Availability of Infrastructure and Off-Site Improvements for Vacant Lands North of the Deep Water Ship Channel

As part of the City's 1990 General Plan, the City prepared a Major Project Financing Analysis that assessed and quantified the cost of the major capital improvements (water, sewer, drainage and road improvements) that are necessary for implementing the General Plan. This plan and the City's ongoing update of functional plans dealing with water, sewer, storm drainage and traffic will assure that the available infrastructure will exist to accommodate new development.

Water

The City receives its water supply from the Sacramento River and there is adequate supply to accommodate all development in this area. An analysis of the existing water distribution system and recommended improvements is being prepared as part of the Water Master Plan update to be completed in 1994. The need for improvements to the water system has not been a constraint to development in this area but the extent of localized problems can only be assessed at the time of project development.

Wastewater Treatment

The major sewerage facilities necessary to serve development north of the barge canal are in place. The completion of an existing interceptor sewer to Lighthouse Marina along Lighthouse Drive assures adequate capacity for residential development in the area. Sewer conveyance facilities are available to serve new development but on and off-site improvements such as tie-ins are often necessary for individual projects. Sewer capacity is generally adequate but improvements are often necessary to accommodate development. Where there is uncertainty as to whether the existing sewer conveyance facilities have adequate capacity to serve a project, a sanitary sewer analysis will be required by the City. The City will normally require the developer to construct any improvements necessary to eliminate any identified off-site sanitary sewer deficiencies. As with other forms of infrastructure, specific infrastructure limitations can only be assessed at the time of development.

Drainage

The vast majority of vacant residential sites, other than Southport, fall into a drainage shed that is located south of the Southern Pacific tracks, north of the Deep Water Ship Channel and west of the Sacramento River. This area discharges its runoff to a network of open channels and large diameter pipes maintained by Reclamation District 900. The City maintained pipe system conveys storm drainage to the RD 900 drainage facilities. These lateral systems were developed as the City expanded and new storm drainage facilities were expanded. This lot by lot construction resulted in a mixture of pipe sizes, materials and flow lines.

Drainage conveyance systems and drainage capacity vary greatly in adequacy in this area and in some cases on and off-site conveyance improvements are necessary. However, where major off-site improvements, such as those needed to supplement Evergreen Avenue facilities for the West Capitol Courtyard project, they have been able to be constructed in a timely manner to meet City housing needs.

Storm drainage improvements in other drainage shed areas such as Lighthouse Marina, have been completed and do not represent a constraint on future development.

Transportation

There are no major transportation or road improvements that constrain development of the smaller vacant parcels north of the Deep Water Ship Channel. The anticipated widening of Harbor Boulevard and interchange improvements will improve circulation for vacant sites in the vicinity of the area. Where off-site problems do occur, the City will require a traffic study, intersection analysis or other appropriate study to be completed prior to the issuance of building permits. Individual traffic or access problems can only be determined at the time of site plan review.

Redevelopment Projects

Major redevelopment projects in the City and their current status are;

Lighthouse Marina has a final map approved by the City in 1991 which allows for 1,178 single family and multi-family units. Due to poor economic conditions only one home has been constructed at the site to date. The developer anticipates that by 1998 approximately 200 single family homes, 50 townhomes and 50 apartment units will be constructed. As part of this project the developer will construct a significant number of housing units affordable to moderate, lower and very low income households. Major infrastructure is in place for the Lighthouse area and does not represent a constraint on development.

Raley's Landing has entitlements from 1987 which include a 428 unit hotel, 945,000 square feet of office space and 218 apartment units. Construction of the apartment units will come after development of an office building. Should major tenants be located for an office building by mid 1996, all 218 apartment units could be constructed by 1998.

The Triangle Specific Plan area is bounded by State Route 275, Business 80, and the Sacramento River. A specific plan was adopted by the City Council in June, 1993. The plan calls for the development of up to 5,000 units and three million square feet of commercial/office area. This plan also includes a designation of certain areas as "required residential." In these designated areas at least 50% of the gross floor area of a project is to be developed as residential use. Densities in the Triangle area will range from 30 units per acre in interior areas to 80 units per acre along the riverfront.

The Plan requires a minimum of 15% of all new residential units be affordable to moderate and lower income households. According to a marketing analysis prepared as part of the specific plan, approximately 650 units including 98 affordable housing units, could be developed within the Triangle by 1997. These units would most likely be multiple family residential for rent, in two to four story wood frame construction and with an average unit size of approximately 900 square feet.

Many of the sites in the Triangle area are ready for residential development at this time while other sites will require substantial infrastructure or the resolution of physical constraints prior to development. The timing of development in the City will be partially dependent on the City's ability to attract major commercial/office tenants to the area.

In addition to the vacant parcels identified in the Vacant Land Inventory, there are several other parcels within the Triangle Area that are underutilized and contain old, abandoned metal buildings. These sites provide additional locations for the City to meet its housing policies and fair share obligations.

Availability of Vacant Land Sites South of the Deep Water Ship Channel

Table II-28 identifies sites available for residential development south of the Deep Water Ship Channel. While this area contains in excess of 3,500 acres of vacant land available for residential development, current constraints will preclude this area from being a major source for meeting the City's Fair Share Housing obligation by 1996. For that reason, the discussion of available vacant lands is not discussed in the same level of detail as is the discussion of sites north of the Deep Water Ship Channel.

It is estimated that approximately 50-150 additional housing units will be constructed by mid-1996. The majority of these units will be single family homes in the Windsor Meadows subdivision located west of Jefferson Boulevard and south of South Linden Road. Building permits were taken out on some of these lots in 1993 but were never finalized. An additional series of single family homes could be constructed in the Linden West subdivision which is located east of Jefferson Boulevard and south of Linden Road.

Should a bridge be constructed over the Deep Water Ship Channel several hundred additional housing units could be constructed by mid-1998.

Availability of Infrastructure and Off-Site Improvements for Vacant Lands South of the Deep Water Ship Channel

There is limited infrastructure within the Southport area which will affect large scale development through 1996. These infrastructure shortfalls and environmental constraints include the need for additional transportation improvements (construction of an additional bridge), adequate drainage plans, provision of adequate water and wastewater treatment. Swainson's hawk mitigation is discussed later in this chapter under Local Land Use Regulations.

Transportation

Development is constrained in the Southport area in the short term because of poor access; the area is currently served by a single two-lane bridge on Jefferson Boulevard across the barge canal. In July, 1990 the City determined that the Jefferson Boulevard bridge which provides the only access from West Sacramento to Southport, is at capacity. The Jefferson Boulevard bridge is a bascule bridge over a barge canal and is crossed immediately north of the bridge by the rail line accessing the Port of Sacramento. When the bridge is up or a train is crossing, Southport is effectively isolated from normal and emergency service traffic. In August, 1990, the West Sacramento Planning Commission indicated that until at least the Industrial Boulevard bridge or expansion of the Jefferson Boulevard bridge is completed, new development in Southport will be limited to construction on existing Assessor's parcels of record as of August 16, 1990. This action, however, allowed the following exceptions: subdivisions on fully built-out parcels, neighborhood serving commercial uses on a case-by-case basis, development of one single family unit per lot on subdivisions accepted for review prior to July 1990, and industrial development under a Transportation Management Plan. Planning actions such as tentative subdivision and parcel maps are still being processed under this policy but physical construction of new units will not be allowed until a new or expanded bridge is open.

The City has taken several actions to remove this governmental constraint and has been working aggressively with SACOG, state, and federal agencies to ensure orderly completion of the Industrial Boulevard bridge. Federal funding for the Industrial Boulevard bridge has been obtained and construction of the bridge is scheduled to begin in early 1995 and be completed by late 1996. State funding for improvements to the Jefferson Boulevard bridge has been appropriated and construction is anticipated to begin in summer of 1997 and be completed in 1999. Improvements include the widening of Jefferson Boulevard to six lanes between Marshall Road and Arlington Road and four lanes between Arlington Road and Interstate 50. Local funding of both bridges will also be provided under a traffic impact fee or other source.

Water

West Sacramento's drinking water is supplied by the Sacramento River. The main treatment plant began operation in 1988 and has a capacity of 30 million gallons per day (MGD) with potential for expansion to 70 MGD. The City is currently permitted to withdraw 21.1 MGD of water from the Sacramento River. This is enough capacity to meet the demand for water in West Sacramento for the foreseeable future including anticipated needs for future development of Southport.

Most of the major subdivisions in Southport are served by the City water system. Areas not served by community water are required to have a well system in accordance with the requirements of the Yolo County Environmental Health Department and the Uniform Fire Code. This has not served as a constraint to the development of single family homes in Southport.

The City is currently in the process of preparing a Water Master Plan update that will identify deficiencies to the existing system and suggest necessary water treatment, and conveyance facilities necessary to serve development to the year 2000.

Wastewater Treatment

The existing sewerage system for the Southport area consists of gravity flow collection pipelines, a single pump station and a force main pipeline connecting across the Barge Canal into the City's main wastewater treatment plant at South River Road.

The City's wastewater treatment plant was expanded in the last couple of years to provide increased capacity from 5 to 7.5 MGD. The City is currently in the process of preparing an EIR for a new Southport Wastewater Treatment Plant located south of Bevan Road. This proposed plant will provide the needed capacity for new development in Southport.

Slightly more than 60% of the existing total Southport area population is served by the City sewerage system. However, certain major subdivisions such as Arlington Oaks are still not sewered. Single family homes constructed outside of currently sewered areas in Southport require the installation of septic tank systems in accordance with Yolo County Environmental Health Department regulations.

Major new subdivisions approved in Southport will be required to pay the project's fair share of future wastewater treatment facilities including participation in a community financing district.

Drainage

The Southport area is one large basin with all existing drainage collection facilities terminating into the Reclamation District 900 Main Drainage Canal. The Main Drainage Canal serves as the primary irrigation/drainage conveyance facility and flows south and west leading eventually into the Deep Water Ship Channel. A comprehensive master drainage plan has never been prepared for the Southport area. Thus, the ultimate development facilities to accommodate development in Southport is unknown. The City of West Sacramento sent out a Request for Proposal for the preparation of a Master Drainage Plan in early 1993, and anticipates completion of the plan by late 1994.

If further major development occurred at this point all drainage would be required to be retained on-site until the ultimate facilities could be identified.

GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

While local governments have little influence on such market factors as interest rates, their policies and regulations do constrain the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. In some cases, however, local regulations may restrict the operation of the housing market unnecessarily. The following examination of the local regulatory structure highlights those areas of regulations where steps can be taken to mitigate the effects of West Sacramento's land use regulations on the construction of affordable housing.

Local Land Use Regulations

Discretionary control over land use in West Sacramento is currently exercised by the Planning Commission, City Council, and the City's Community Development Department through the General Plan, and the City's Zoning Ordinance (adopted in May, 1993), as well as other implementing ordinances. These documents and ordinances are described in Chapter I, Land Use. The range of densities, as described in Chapter I, is sufficient to allow for the construction of housing affordable to low-income households. It is important to bear in mind, however, that land use density is not the only determinant of housing affordability. Higher residential densities, by themselves, will not guarantee the affordability of housing to lower-income households if construction and financing costs (factors which the City cannot easily influence) make such housing unfeasible.

Apartments are allowed by right in the R-2, R-3 and R-4 zones. Apartments are also allowed in Planned Residential developments, subject to the approval of a site plan, and allowed conditionally in the CBD, Professional Office Zone. Apartments are conditionally allowed above street level commercial land uses in the Neighborhood Commercial (C-1), Community Commercial (C-2), Professional Office Zone.

Mixed use projects with a residential component and an approved master development plan, in the Waterfront Zone including Lighthouse Marina, Raley's Landing and the Triangle are permitted uses. Development on isolated small parcels where the overall density is at least 25 units per acre is also permitted in the zone. New large-scale mixed use projects require an approved master development plan before building permits can be issued.

Mobile home parks are conditional uses in the R-1A, R-1B, R-2, R-3, and R-4 zones in the City.

Minimum lot sizes for residential development vary from 5,000 square feet in the R-1A zone to 5 acres in the A-1 (General Agriculture) zone. Lot creation standards are summarized in Table II-29.

**TABLE II-29
LOT CREATION STANDARDS**

Zone	Minimum Lot Area (Sq. Ft. or Acres)	Minimum Lot Width or Depth	Maximum Lot Depth to Width Ratio
A-1	5 acres	300	4:1
RRA	1 acre	100	3:1
R-1-A	5000	50*	3:1
R-1-B	6000	60*	3:1
R-2	5000	50*	3:1
R-3	10000	80	3:1
R-4	20000	100	3:1
P-R			
C-1	10000	80	4:1
C-2	10000	80	4:1
C-3	20000	80	4:1
C-H	10000	80	4:1
C-W	10000	80	4:1
CBD	5000	50	4:1
P-O	8000	60	4:1
B-P	10000	80	4:1
M-L	10000	80	4:1
M-1	10000	100	4:1
M-2	1 acre	100	4:1
M-3	1 acre	100	4:1
WF	10000	80	4:1
PQP	n/a	n/a	n/a
R-P	n/a	n/a	n/a
POS	n/a	n/a	n/a

* Corner lots shall be ten feet wider n/a - not applicable to zone

Source: City of West Sacramento Zoning Ordinance, May, 1993

When the City's General Plan designation was adopted in May, 1990 the primary land use designation for Southport was PR (Planned Residential). The Planned Residential designation provides for single family detached and attached homes, secondary residential units, neighborhood commercial uses, parks, open space, public and quasi-public uses, and similar and compatible uses. New residential units within Planned Residential areas are to be developed according to a general area-wide goal of: 3 percent rural, 67 percent low-density, 15 percent medium-density, and 15 percent high density. All development under the PR designation could be approved through an adopted master plan (i.e. specific plan) encompassing 200 acres if initiated by a property owner and 100 acres if initiated by the City.

Prior to and just after adoption of the General Plan, the City received several applications for master development plans, general plan amendments and rezones of property containing 200 acres or more. While each plan was reviewed on its own merits, and an environmental impact report was being prepared for each plan, there was nothing regulating the relationship of these plans to each other so that at build-out, Southport would be a cohesive well-planned community with integrated neighborhoods. In addition, all new development applications would still require preparation of a specific plan prior to development approval.

To remedy this situation and expedite the processing of future applications, the City decided to further refine the General Plan by creating an area plan for the entire Southport area. In May 1991, the city hired a team of consultants to assist the City in preparing an area plan and necessary implementation documents. A land use concept was endorsed by the City Council in March 1992 and the plan is anticipated for adoption in mid 1994 after preparation and certification of an Environmental Impact Report.

The plan endorsed by the City Council focused development into several villages on a loop parkway. Over 40% of the units projected under the plan are in the medium and high density ranges. Commercial, medium, and high density residential areas, neighborhood parks, and public use are concentrated at the village centers to improve pedestrian and transit access. The increased densities should result in higher percentages of affordable housing.

During the identification of the opportunities and constraints for the Southport Framework Plan, it was noted the Swainson's hawk nested and foraged within the Southport area. The Swainson's hawk is a threatened species under the California Endangered Species Act. As a result of this species identification, the City is required to address this issue in the land use plan and environmental document.

A Swainson's hawk study was completed in mid-1993 which identified nest sites, suitable foraging habitat and included a telemetry study to monitor the bird's patterns. At the same time, the City prepared a citywide traffic model to evaluate traffic impacts. The traffic model indicated that the plan, as presented, exceeded the capacity of bridges proposed to serve Southport.

In response to the two above studies, the City prepared land use alternatives to be addressed through the Plan EIR. These alternatives were identified and refined from September 1993 to February 1994. Two alternatives were identified; one that creates an "indirect take" of three Swainson's hawk nests (Alternative B) and one that would save all the nests (Alternative C). Due to these environmental constraints, the land use plan may have to be revised so that residential development can commence.

Since the City may revise the land use plan, a consultant was hired to conduct a financial feasibility study. The study will evaluate the financial feasibility of the proposed plan and Alternative B. The study will also identify all regional costs associated with developing the Plan, identify infrastructure capacities and thresholds, bonding capability and projected cash flow versus infrastructure costs.

Building and Housing Codes

Building and housing codes establish minimum standards and specifications for structural soundness, safety, and occupancy. The state Housing Law requires cities and counties to adopt minimum housing standards based on model industry codes.

Code enforcement within West Sacramento is the responsibility of the City's Code Enforcement Division that is currently enforcing the following uniform codes: the 1991 editions of the Uniform Building Code, Mechanical Code, Uniform Plumbing Code, and Code for Abatement of Dangerous Buildings and the 1990 edition of the National Electrical Code. The City has not adopted amendments to these uniform codes that operate as a significant constraint on the production of affordable housing.

Code enforcement for existing buildings focuses primarily on nuisance abatement and condemnation of unsafe structures. Cities and counties pursue code enforcement in several ways, including the following:

- Complaint-Response: The city may inspect buildings for deficiencies only upon receipt of complaints by neighbors or tenants.
- Change of Occupancy for Rental Properties: A city may issue occupancy permits that require inspection and code compliance at time of unit turnover.
- Systematic: Code enforcement on a systematic basis with provision for financial assistance is especially appropriate in areas where strong and supportive neighborhood groups exist, the majority of homes are owner-occupied, housing is relatively sound, and income levels are moderate-income or above.
- Pre-Sale and "Truth in Sale": Pre-sale enforcement would require code inspection and violation abatement prior to sale of a home. A "truth in sale" ordinance would require information concerning code violations, zoning status, and property taxes to be provided to the buyer.
- Concentrated Code Enforcement: Code inspections may be conducted on a systematic basis through certain areas or for specific properties (such as rental or multi-unit residences).

The City's enforcement activities are divided among three responsibility groups: new construction, maintenance, and nuisance abatement. New construction enforcement, as its name implies, applies to new buildings or construction projects for which building permits are required. Maintenance enforcement applies primarily to commercial and industrial projects and is conducted in conjunction with the granting of business licenses. Nuisance abatement is generally conducted on a "complaint-response" basis and typically concerns such problems as unsanitary conditions and unsafe structures.

Most violations are referred to Code Enforcement by the City Building Division or citizen complaints. Relocation is only used when there are imminent threats to life.

Primarily because of the lack of adequate replacement housing, the City has not been aggressive in its efforts to enforce housing-related codes as they apply to existing buildings. For example, the City has been confronted with several cases in which landlords refuse to invest in improvements simply because improvement costs would exceed the value of the units. In these cases, active code enforcement would have resulted in tenant evictions without the provision of replacement housing. As a result, the Housing Code is now enforced only against the worst units in the area, even if relocation problems result.

Local Permit Processing Fees

State law requires that permit processing fees charged by local governments not exceed the estimated actual cost of processing the permits. Table II-30 lists the fees charged by the City of West Sacramento for processing various land use permits.

TABLE II-30
LAND USE PERMIT PROCESSING FEES
West Sacramento
June 1993

Permits	Type	Cost
Conditional Use Permits/Categorically Exempt	F	\$600
Conditional Use Permits/ Neg. Dec. or EIR	D	\$600
Planned Development Permits	D	\$600
Major Modifications to CUP or PD	D	\$300
ZA Minor Modification	F	\$100
Extension of Time	F	\$100
Sign Permit	F	\$30
General Plan and or Zoning Map or Text Amendment	D	\$1,000
Land Divisions		
Tentative Subdivision Map	D	\$1,500
Tentative Parcel Map	F	\$750
Lot Line Adjustment/Merger	F	\$150
Certificate of Compliance	F	\$300
Extension of Time	F	\$200
Environmental		
Categorical Exemption	F	\$50
Negative Declaration	F	\$200
Mitigated Negative Declaration	D	\$500 + Cost
Environmental Impact Report	D	\$1,000 + Cost
Appeals		
Staff Determination to Planning Commission	F	\$100
Zoning Administrator to Planning Commission	F	\$100
Planning Commission to City Council	F	\$100
Request for Waiver	F	\$100
Other		
Transportation Management Plan Review	F	\$400
TSM Compliance Record	F	\$50
Access Interpretation	F	\$250
Planning Commission Variance	F	\$400
Zoning Administrator Variance	F	\$100
Use Interpretation	F	\$50
Zoning or Code Status Letter	F	\$20
Other Processing Planning Commission Review	D	\$300

F = Flat fee. D = Deposit with reimbursement agreement.

Source: City of West Sacramento Community Development . Schedule of Fees. June 1993

In almost every category, West Sacramento's fees are low in comparison to other communities. A survey of fifteen Central Valley communities conducted by the City of Redding in March 1992, which included Davis, Roseville, Sacramento, Woodland, and eleven other communities, found the following averages (West Sacramento's fees are shown in parentheses): General Plan Amendment--\$1,950 (\$1,000); Lot Splits--\$1,020 (\$750); Rezoning--\$1,820 (\$1,000); Tentative Subdivision Map Approval for 50 Lots--\$2,675 (\$1,500); and Use Permits--\$1,291 (\$600).

Development Fees

In addition to the fees that the City assesses to process planning related permits, it also charges various fees related to the actual development of projects. Table II-31 compares the City of West Sacramento's development fees in 1990 to those of other nearby jurisdictions.

Table II-31 shows that fees charged by West Sacramento and other public agencies for development in West Sacramento for the Southport area are about average for the region. Although, by comparison to other communities, fees in West Sacramento do not appear to be "excessive", development fees add about five percent to the cost of a single family home. While development fees do not represent a financial constraint to the provision of housing for above moderate-income households, they can negatively affect the ability of homebuilders to provide low- and moderate-income housing. Development fees are necessary to pay for the cost of public facilities and services benefiting new development, and there are no feasible alternatives to charging development fees. Among the options available to the City to mitigate the financial impact of these fees on low- and moderate-income housing are:

- evaluate actual public service and facility demands for individual low- and moderate-income housing developments and discount those fees for which facility/service demands will be lower;
- adopt a blanket fee reduction policy for such developments;
- defer certain fees to reduce the up-front development costs;
- pay for a portion of the cost of development fees for low-income housing development from the City's Redevelopment Housing Set-Aside Fund;
- encourage small, infill housing developments on sites already connected to public facilities; and
- seek voter approval of a general obligation bond to finance facilities that must be installed prior to or during the development process, and repay the bond from the proceeds of a special assessment on benefiting properties.

In addition to the development fees listed in Table II-31, Yolo County adopted a development impact fee on August 1, 1991, for county services provided within the County cities. The fee includes the cost of services for library, public defender, probation, social services, sheriff and coroner. Residential fees in West Sacramento is \$995 per single-family dwelling unit, \$768 for duplexes to fourplexes, \$590 per unit for multifamily units of five or more.

Yolo County has adopted a procedure for waiver of the county facilities fee for affordable housing projects. The procedure which reviews housing projects on specific criteria was adopted by the Yolo County Board of Supervisors in March, 1993.

**TABLE II-31
DEVELOPMENT FEES
West Sacramento and Neighboring Jurisdictions
October 1990**

	West Sacto Southport	Davis East Davis	Rocklin Stanford Ranch	Sacto County	Roseville NCRSP	Folsom
Building Value	\$103,608	\$116,460	\$128,637	\$128,637	\$128,637	\$128,637
Type of Fee						
Building Permit	652	474	1,544	389	741	741
Plan Check Fees	424	308	0	318	722	722
Water Fees	1,357	719	3,543	1,918	1,831	1,730
Sewer Fees	3,318	1,257	3,540	1,158	2,600	1,033
Storm Drainage Fees	0	566	0	647	0	540
Park Fees	1,607	2,942	1,304	500	1,968	1,600
Construc/Cap Impr	0	2,844	1,351	0	932	400
Traffic Impact Fees	0	3,609	1,635	559	2,122	1,800
School Impact Fees	2,700	0	0	2,844	3,745	2,844
Other misc. Fees	3,989	2,022	903	0	2,061	535
Credits		(1,708)				
Total	\$13,975	\$12,493	\$13,820	\$8,333	\$16,772	\$11,945

Source: Economic & Planning Systems, Inc., "Fee, Assessment, and Special Tax Comparisons Within the Sacramento Region", prepared for the Southport Planning Group, October 12, 1990.

NOTE: The fee comparisons shown above do not account for all costs imposed on new developments to pay for public services and facilities. This table does not show, for example, dedication requirements, subdivision improvement requirements, or special assessments paid by homeowners bi-annually in addition to other property taxes.

Permit Processing Times

The timeliness with which the City processes the various permits and applications necessary for residential development can affect the overall cost of housing. The minimum processing time for residential project applications in West Sacramento is determined by state requirements for environmental review and public notice and by the meeting schedules of the Planning Commission and the City Council. The maximum processing time for processing residential development permits is set by state law (California Government Code Sections 65920 et seq.). The statutory time limit for completion of environmental review and approval or denial of a permit application starts when an application is accepted by the lead agency as complete. The lead agency then has one year in which to approve or disapprove a project for which an EIR will be prepared and six months for projects for which no EIR is required. The City meets these statutory deadlines, and makes a commitment for affordable housing developments to ensure expeditious permit processing. In cases where development approval exceeds the statutory deadline, the additional time required for development approval has been caused by developer changes to a project, changes required to a project as a consequence of EIR findings and mitigation measures, court challenges to an EIR or development, or state or federal government requirements.

The City revised its application materials for all discretionary land use entitlements, including tentative subdivision maps, tentative parcel maps, conditional use permits, variances, General Plan amendments, and rezonings, in February 1992. The new forms simplify the completion of applications by clearly and succinctly outlining the application process, providing step-by-step instructions on how to complete the various application forms, and providing telephone numbers and contact persons of other public agencies for the review of development proposals.

The City has also produced one page hand-outs describing the City's development standards for all major zoning categories in the City.

The City has established a Project Review Committee comprised of representatives of the individual City departments responsible for development review to provide a pre-application review of development proposals and to explain the City's development standards and process.

The City currently processes residential development applications in the shortest possible time, given requirements for environmental review, public notice and the schedules of Planning Commission and City Council meetings.

Where single family homes, duplexes and apartments are a permitted use, construction plans and site plans are submitted directly to the West Sacramento Building Division. Applications for rehabilitation of single family homes either through or not through the CDBG program are handled the same way. Once plans have been accepted and plan check fees paid, the building plans are distributed to other departments for their review. After the construction plans have been checked and approved by the Building Division and other departments, the applicant is notified that a building permit is ready for issue. There is no architectural review or design review process within the City. Approval of the building permit for residential uses range on the average from two to five weeks.

Recent housing projects that were approved during 1993 and their review time are summarized in Table II-32.

TABLE II-32
PROCESSING TIME OF RESIDENTIAL PROJECTS
West Sacramento
1993

Project Name	No. of Units	Type of Permit Requested	Date App. Complete	Date App. Approved
Southport Keys	1015	Tent. Subdivision Map/ Planned Development Permit/Rezone Amend.	3-25-93	8-11-93
West Capitol Courtyard	50	Conditional Use Permit/ Density Bonus	5-26-93	7-1-93*

* A Minor Modification to the Conditional Use Permit was approved by the Planning Commission in November, 1993.

Source: West Sacramento Community Development Department, 1993.

On- and Off-Site Development Standards

In some jurisdictions, overly restrictive or demanding development standards may inhibit the development or retention of affordable housing. Such standards may include local requirements for streets, sidewalks, gutters, yards, setbacks, lot coverage, and fencing.

City staff reviewed on-and off-site development standards and have determined that such standards do not represent a constraint on the provision or retention of affordable housing. Discussions with developers indicate that on and off-site development standards are not a significant constraint to the construction of affordable housing.

The City's Density Bonus Ordinance adopted in 1993 provides that an applicant may request the waiver or modification of development and zoning standards where necessary to make the provision of affordable housing economically feasible.

Residential Density

Density ranges for residential land uses are set forth in the General Plan Policy Document adopted by the City in 1990.

These general plan designations and corresponding density ranges are as follows;

**TABLE II-33
RESIDENTIAL LAND USE DENSITIES
West Sacramento**

Rural Residential	0.5 to 1.0	unit per gross acre
Low Density Residential	1.1 to 5.0	units " "
Medium Density Residential	5.1 to 12.0	" "
High Density Residential	12.1 to 25.0	" "
High Rise Residential	25.1 to 50.0	" "
Planned Residential	6.0	" "
Riverfront Mixed Use	> 25.0	" "

Table II-34 compares the highest allowable density allowed in West Sacramento and neighboring jurisdictions. With the exception of the City of Sacramento, maximum residential density is close to the highest in West Sacramento. Consequently, residential density should not be a governmental constraint to the development of affordable housing in West Sacramento. A large part of the City's vacant land for residential development is within the Waterfront Zone which has a minimum density of 25 units per acre but does not have an upper limit.

TABLE II-34
MAXIMUM DENSITIES WITHIN NEIGHBORING JURISDICTIONS

City or County	Maximum Dwelling Units Per Acre
Davis	15 ordinarily, 30 in Downtown Core
Folsom	25
Roseville	13 and above with no limit (except under specific plans which have an average of 24.5)
Sacramento City	58 ordinarily, 174 Downtown
Sacramento County	40
West Sacramento	50
Winters	20
Woodland	29
Yolo County	12

Source: City of West Sacramento Housing Element Update, 1993 and West Sacramento Community Development Department, 1994

The City has been involved in three new multifamily housing projects that have had building permits issued since incorporation. The range of densities involved for these projects is shown in Table II-35.

TABLE II-35
RECENT MULTIFAMILY HOUSING DENSITIES
West Sacramento

Project Name	Acreage	Zoning	Max. Density Unit/Ac	# Units	Density Per Acre
Johnson Road Apartments	0.90	R-3	25	21	23.3
Woodrow Wilson Manor	2.48	R-3	25	54	21.8
West Capitol Courtyard	3.00	C-2	12*	50	16.7

*Density bonus granted to this project

Source: West Sacramento Community Development, January 1994.

Conclusions

Much of the regulation and fees that accompany the development of housing act to increase the cost of housing and constrain the availability of affordable housing. Yet these regulations and fees are needed to protect city residents from the otherwise externalized effects and costs of development. In the case of West Sacramento, there is sufficient vacant land in all residential land use categories to accommodate a variety of densities, and the City's regulations do not pose any unnecessary constraints to the production of affordable housing.

The City has adopted land use policies and a regulatory scheme that strongly encourage and facilitate the production of housing. The General Plan and Zoning Ordinance provide for a wide range of residential densities to ensure that there is a sufficient supply of land for all income groups. The City's subdivision and development design standards are not overly restrictive and do not impede the production of housing, in general. City development fees do contribute substantially to the cost of housing, but these fees are necessary to provide facilities and services to new development. It is the City's opinion that the only "constraint" imposed by its regulations and fees are related to the financial feasibility of producing housing affordable for lower-income households. Although adequate land use densities and low development fees are necessary conditions to the production of affordable housing, these are not the only conditions that must exist to make affordable housing production possible. The availability of low-cost financing and state and federal subsidies are equally important to ensuring that affordable housing can be produced in West Sacramento.

One could argue that any governmental regulation or governmental-imposed cost represents a constraint to the development of affordable housing. Without clear evidence that the City's regulations and fees are a financial impediment to the production of affordable housing in a specific case, however, it would be difficult for the City to determine what, if any, mitigation actions are appropriate relative to specific regulations or fees. The City could consider waiving or reducing specific requirements that a proponent of an affordable housing development can document are a constraint to the financial feasibility of the development. In this way, the City could target those regulations or fees on a case-by-case basis that negatively impact the production of affordable housing.

Development standards that the City could consider reducing are parking; open space; landscaping; street widths; curb, gutter, and sidewalk requirements; and similar requirements that directly affect the "hard costs" of development. Waiver or modification of these standards can be requested under the City's Density Bonus Ordinance adopted in May, 1993 for projects that provide for low income, very low income or senior housing. The City could also consider certain fee waivers, reductions, or deferrals for affordable housing developments that will have lower demands for certain City services or facilities. The City could also consider mitigating the cost effects of its development fees in specific cases by paying for a portion of these fees from redevelopment housing set-aside funds. There are no instances, to date, however, of an affordable housing development being rendered financially infeasible due to the City's subdivision or other development standards.

The only constraint, at present, affecting the housing market overall, which the City can mitigate, is the lack of an additional bridge over the canal linking the Sacramento River with the Port of Sacramento Ship Channel. The City is addressing this constraint aggressively with SACOG, state and federal agencies and expects to complete construction of an expansion bridge in mid 1996.

NONGOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints. This assessment can serve as the basis for actions which local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into four categories: materials, labor, land, and financing. For the most part, housing cost components in West Sacramento are comparable to those in other parts of the greater Sacramento market area. The following paragraphs briefly summarize these components vis-à-vis the local market and the statewide market.

Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipe. Prices for these goods are affected primarily by the availability and demand for such materials.

Because the Sacramento area is served by such a well-developed regional transportation network and because many of the materials needed for construction are produced locally, availability of materials is excellent. The demand for building materials is also very high because there is so much housing development occurring in the Sacramento area. The result of the combination of excellent supply and high demand is a very competitive market and, therefore, relatively low prices. In addition, the land in West Sacramento which is most likely to be developed in the future for housing is well-suited for the kind of large projects which allow developers to realize economy-of-scale savings on materials.

The costs of building materials in the Sacramento area in general and in West Sacramento in particular are relatively low and, therefore, do not constitute a constraint to the development of affordable housing.

Information provided by the Building Industry Association of Superior California indicates that typical construction costs for standard residential construction in the Sacramento Valley (excluding land and land preparation costs, development fees, and luxury amenities that might be included in custom homes) are \$56.10 per square foot for single-family detached homes, while multifamily housing costs approximately \$43.10 per square foot according to the Building Industry Association of Superior California in 1992. There is no reason to believe that West Sacramento construction costs are any higher or lower than those typically found in other communities. Construction costs in West Sacramento would be based on the same materials costs and labor costs as in other Sacramento area communities.

Cost of Labor

Another major cost component of new housing is labor. Inflated labor costs due to high wage rates significantly increase the overall cost of housing in some markets. The cost of labor in West Sacramento is, however, relatively low for a number of reasons. Overall, the Sacramento area's cost of living is relatively low; wage scales in the area, therefore, tend to be somewhat lower than in markets with higher living costs, such as the San Francisco Bay Area. Also labor is generally less costly because the area is predominantly non-union. Labor in highly unionized markets is typically more expensive.

Land Costs

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can account for as much as half of the final sales price of new homes in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

Because of the abundant availability of raw land in the area, land costs in the Sacramento housing market area are generally low. There are, however, fairly significant variations within the market. For instance, because of a weak historical demand for land in West Sacramento, land values in the area are relatively very low, especially considering the proximity of the land to downtown Sacramento and the center of the metropolitan area. The value of land in Southport for residential use has dropped over the past two years. Values for agriculturally zoned land range from approximately 7,000 to 15,000 per acre while larger parcels zoned for residential use are from \$20,000 to \$40,000 per acre. Half acre to acre homesites range in value from approximately \$50,000 to \$75,000.

Land north of the Deep Water Ship Channel, for acre or larger residential sites, ranges in value from \$70,000 to approximately \$120,000. Commercially zoned land where residential use is a conditional use range in value from approximately \$100,000 to \$200,000 per acre. Sites along West Capitol Avenue have asking prices that are above other commercial areas north of the Deep Water Ship Channel.

In addition to the cost of the raw land, new housing prices are affected by the cost of holding land while development permits are processed. The shorter the period of time it takes a local government to process applications for building, the lesser the effect on the final cost of housing. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

Because significant amounts of land are being developed in West Sacramento, and due to the regional influences of land costs elsewhere in the Sacramento area, it is reasonable to expect that land values will eventually rise and will represent an increasing percentage of overall development costs in the City. As part of its implementation of the Housing Element, the City will monitor land values and their effects on the affordability of housing in West Sacramento. As prospective developers negotiate land prices with owners of undeveloped lands, the amount of development fees will be factored into the maximum price that developers are willing to pay for land. It is expected that this discounting of development fees in the price that developers are willing to pay for land will keep land costs relatively constant in inflation-adjusted terms over the several years.

Cost and Availability of Financing

The cost and availability of capital financing affect the overall cost of housing in two ways. First, when the developer uses capital for initial site preparation and construction and, second, when the home buyer uses capital to purchase housing.

The capital used by the developer is borrowed for the short-term at commercial rates, which are considerably higher than standard mortgage rates. Commercial rates nonetheless drop when the overall market rates decrease, so the currently low interest rates should have a positive effect on the housing construction market.

The home buyer uses capital financing in the form of long-term mortgage loans. Market rates for standard home loans have in recent years dropped to about seven to seven and a half percent, so current financing costs generally favor the buyer. Table II-36 shows how the variation in interest rates affects the buyer's monthly mortgage payments on a range of loan amounts.

**TABLE II-36
MONTHLY MORTGAGE PAYMENTS**

Interest Rate (%)	Original Loan Amount				
	\$70,000	\$80,000	\$90,000	\$100,000	\$150,000
7.0	\$460	\$532	\$598	\$664	\$994
8.0	512	588	661	735	1,103
8.5	537	616	692	769	1,155
9.0	563	644	724	805	1,207
9.5	589	673	757	841	1,261
10.0	614	702	790	878	1,316
10.5	640	732	823	915	1,372
11.0	667	762	857	952	1,428
11.5	693	792	891	990	1,485
12.0	720	823	926	1,029	1,543

Note: Based on a 30-year, fixed rate mortgage, not including real estate taxes and home insurance. These costs add about 2 percent of the sales price annually.

Source: J. Laurence Mintier & Associates.

Table II-37 relates loan interest rates to home loan affordability at various income levels. The figures in the table are based on principal and interest equaling 25 percent of the gross income and do not include taxes and insurance, which could add approximately 15 percent to the monthly payments. Most lenders, however, are qualifying buyers somewhere between 28 and 36 percent of total income. Table II-37 therefore, provides only a rough estimate of loan affordability.

**TABLE II-37
INCOME/LOAN AMOUNT AFFORDABILITY**

Interest Rate(%)	Annual Income						
	\$20,000	\$25,000	\$30,000	\$35,000	\$40,000	\$45,000	\$50,000
8	\$56,286	\$68,350	\$84,240	\$97,391	\$112,175	\$126,086	\$139,130
9	51,784	63,550	77,500	89,600	103,200	116,000	128,000
10	47,480	59,349	71,219	83,089	94,959	106,829	118,699
11	43,753	54,691	65,629	76,567	87,505	98,443	109,382
12	40,503	50,635	60,761	70,888	81,015	91,142	101,269
13	37,667	47,083	56,500	65,916	75,333	84,750	94,166
14	35,166	43,957	52,748	61,450	70,331	79,120	87,914

Source: National Association of Home Builders.

The availability of financing is another important consideration, particularly for the builder. The cost of financing is irrelevant if lenders are unwilling to lend money to developers in a particular market. The east Yolo area has not historically been favored as a market by commercial lenders. Recently, however, lenders have begun to look more favorably on West Sacramento for a number of reasons, one of which is the City's interest in promoting new development and redevelopment. Financing for residential development is now generally available at costs that are similar to those in surrounding areas.

Other Nongovernmental Constraints

The most significant constraint to development of affordable housing in West Sacramento, or any sort of development for that matter, is a combination of the city's physical setting and the lack of infrastructure facilities to overcome the problems of the city's setting. The most obvious of these is transportation access across the barge canal and the Deep Water Ship Channel to Southport, the area which contains the bulk of the city's remaining developable land, and virtually all of the city's vacant residential land. Needed improvements have been identified, but funding to construct these improvements has not yet been fully secured.

PUBLICLY-OWNED SURPLUS LAND

According to state law, all public agencies intending to dispose of surplus land must first send a written offer to any local agencies within whose jurisdiction the land lies to sell or lease the land for the following purposes: recreation or open-space uses; enterprise zone uses; schools; or development of low- and moderate-income housing. In the event that the agency disposing of the land receives more than one offer, it must give first priority to the entity which agrees to use the site for housing for low- or moderate-income housing, unless the land is already being used for park or recreation uses, in which case the entity offering to continue these uses will receive priority (Government Code 54220 et seq.). There are about 2,000 acres of publicly-owned land in West Sacramento. Several parcels would probably be suitable for residential development. The City just completed an update of its vacant land survey. City surplus lands will be broken out from this inventory and analyzed separately. The results will indicate which, if any, publicly-owned lands are appropriate for consideration for development of low- and moderate-income housing.

RESIDENTIAL ENERGY CONSERVATION

Residential energy conservation measures can take two forms: those applied to the construction of new housing and those added to existing housing to increase energy efficiency (retrofitting). State law requires local governments to implement energy conservation standards for all new residential development. Under these requirements, every new residential building constructed must meet rigorous building standards for heat gain and heat loss. In mandating these requirements, the State has largely preempted the authority of local governments to regulate building construction with respect to energy conservation.

PG&E sponsors various energy conservation programs, including the Direct Weatherization Program for low-income residents and T-Cap, a program for replacing outdated furnaces for elderly residents. In addition to these programs, PG&E also provides free energy audits for all their customers.

West Sacramento is located in a relatively mild region climatically. Residential energy use is a greater factor between late Spring and early Autumn, when daytime temperatures are quite high, than during the Winter months. Energy use during the warm months can be significantly reduced through the use of the natural "air conditioning" process enjoyed throughout the Sacramento area. This process involves a combination of building orientation and shade landscaping to protect the interior of homes from direct sun during the day and to take advantage of gentle Delta breezes during the evening. The City is in the process of developing guidelines for various aspects of development design. As part of this process, project design for energy efficiency will be one of the factors the City will consider in any future development design guidelines.

HOUSING PROGRAMS IN WEST SACRAMENTO

Programs to support the development and provision of affordable housing in West Sacramento are sponsored by several organizations, including the Yolo County Housing Authority (subsidy programs and housing projects); City of West Sacramento (Community Development Block Grants); private lenders (mortgage revenue bonds); the Redevelopment Agency (20 percent set-aside); the Yolo County Environmental Health Department (emergency relocation from unfit dwellings); the Yolo County Social Services Agency and the Community Partnership Agency (emergency shelter - CSBG); and several community-based organizations.

The City has also developed a Home Equity Loan Program (HELP) which is a down payment assistance program for first-time home buyers. An infill program that will deal with replacement housing obligations for very low- and low-income people is currently under development by the Redevelopment Agency. The program will utilize infill lots to build units that are in keeping with the surrounding neighborhood.

Yolo County Housing Authority

As of August 1993, the Yolo County Housing Authority was assisting 536 families and elderly residents in West Sacramento. 139 of these were being assisted with public housing and the remaining 397 were using Section 8 rental assistance. The Housing Authority operates four public housing developments in West Sacramento. Table II-38 lists these developments and indicates the year the project was built and the type and number of units in each.

The Housing Authority's 44-15 and 44-17 projects are exclusively for elderly residents, and the one-bedroom units in the other two projects, while not specifically set aside for seniors, are also occupied by elderly residents.

TABLE II-38
YOLO COUNTY HOUSING AUTHORITY FACILITIES
West Sacramento
1989

Project	Year Built	Number of Rooms						No. of Units
		Studio	One	Two	Three	Four	Five	
44-3	1951	--	8	8	22	2	--	50
44-9	1962	--	8	10	6	4	--	26
44-15	1984-85	4	3	4	--	--	--	39
44-17	1985-86	6	18	--	--	--	--	24
Total		10	65	32	28	6	--	139

Source: Yolo County Housing Authority, June 1989.

Community Development Block Grant Program

The City of West Sacramento has attempted to address the problem of substandard housing both through aggressive code enforcement and rehabilitation programs. To date, the City has applied for and received six Small Cities Community Development Block Grants from the California Department of Housing and Community Development (HCD). \$475,000 of the first grant was used to provide rehabilitation loans in the Bryte community, with 23 homes being rehabilitated. The second grant was used exclusively for rehabilitation loans to 29 homeowners in the Arlington Oaks neighborhood and in Bryte. In 1989, the City applied for and received a \$24,000 technical assistance grant under the CDBG program to conduct a detailed housing conditions survey. This survey provided information needed by the City to apply for State and Federal housing program funds. The City has also received CDBG grants for 1990 (28 units expected to be rehabilitated, 22 completed so far), 1991 (28 units expected to be rehabilitated, 22 completed so far), 1992 (28 units expected to be rehabilitated, one unit completed so far), and 1993 (23 units expected to be rehabilitated). The 1987 and 1988 CDBG programs have been completed. Program income funds are being spent for additional rehabilitation projects.

FINDINGS

- The City has made significant progress in its housing implementation programs since the 1992 update of the Housing Element.
- The housing mix in the City did not change substantially between 1980 and 1990 in terms of either size or composition. Planned residential development is expected to bring substantial changes to the City, however, with a greater balance of housing types and costs.
- Total growth in the number of housing units in West Sacramento has roughly paralleled population growth over the 18 year period from 1975 to 1993.
- The U S. Census Bureau estimated the City's vacancy rate at 5.4% in 1990, higher than the California Department of Finance's estimated vacancy rate of 4.03 in 1989.
- According to a survey conducted by Connerly & Associates in February 1990, approximately 14 percent of the city's housing stock is in need of rehabilitation. Seven percent of these units need minor rehabilitation, 5 percent need moderate rehabilitation, 1 percent need substantial rehabilitation, and 1 percent are in dilapidated condition. The greatest concentration of units needing rehabilitation is in the Bryte neighborhood.
- Primarily because of historically low land costs, housing prices in West Sacramento are relatively low relative to the greater Sacramento region.
- In 1990, an estimated 1,918 lower income households and 724 non-lower income households were paying more than 30 percent of their income for housing.
- Bryte had the highest incidence of low-income overpayment in 1980 with 61.0 percent of its renters and 16.5 percent of its owners overpaying. Southport had the lowest level of rental overpayment with a 33.2 percent rate, and West Sacramento had the lowest rate of ownership overpayment with 5.7 percent.
- The City has land available for residential development in all zoning designations based on the January, 1994 vacant land survey. There are shortages of larger parcels of land in the R-3 (Multiple Family Residential) classification north of the Deep Water Ship Channel.
- The City has significant acreages of land designated for commercial uses, north of the Deep Water Ship Channel, where medium density residential use is a conditional use.
- The overall effect of the various governmental and nongovernmental constraints is relatively insignificant north of the Deep Water Ship Channel in West Sacramento.
- Development is constrained in the Southport area in the short term because of poor access. The access problem will be ultimately solved by the construction of new bridge crossings which is expected by mid-1996. The City is taking aggressive efforts to meet this governmental constraint.
- Primarily because of low land costs, housing can still be produced more cheaply in the West Sacramento than it can in other parts of the Sacramento metropolitan area and in other parts of the state.

PERSONS CONSULTED

Auerbach, Joanne, Housing Program Manager, City of West Sacramento Redevelopment Agency.

Chambers, Jane, Yolo County Homeless Coordinator.

Dahle, Jerri, Senior Social Worker, Yolo County Department of Social Services

Duchscherer, Julie, Former Housing Program Manager, City of West Sacramento Community Development Agency

Gibson, Harry, Principal Planner, City of West Sacramento Community Development Department

Goldman, Jeff, Principal Consultant, Connerly and Associates

Hand, Marsha, Deputy Assessor, Yolo County

Hulse, Ben, Former Director, City of West Sacramento Community Development Department

Kigar, Tom, Housing Program Manager, City of West Sacramento Redevelopment Agency

Krahn, Steve, Assistant City Engineer, City of West Sacramento Community Development Department

Lindahl, Susan, Broderick Christian Center

MacNichol, Robert, Yolo County Community Development Agency

Maus, Rob, Community Development Representative, California Department of Housing and Community Development

McCuen, Pat, McCuen Properties

Moore, Lieutenant, West Sacramento Police Department

Pabarcus, Russ, Associate Civil Engineer, City of West Sacramento Community Development Department

Parker, Ross, Executive Director, Yolo County Housing Authority

Paul, Roberta, Program Manager, Yolo County Partnership Agency

Patek, Stephen, City of West Sacramento Community Development Director

Pleschia, Andy, Principal, Andrew Pleschia Company

Rikala, Steve, Senior Planner, City of West Sacramento Community Development Department

Roberts, Terry, Senior Planner, City of West Sacramento Community Development Department

Rupp, Suzi, Sacramento Association of Realtors

Sanders, Carol, Sacramento Area Council of Governments

Shipley, Tom, Lighthouse Marina and Riverbend Development

Shkurkin, Sergi, West Sacramento Resource Center.

Tincher, Beth, Senior Planner, West Sacramento Community Development Department

Weaver, Thomas, Director, Data Processing Services, Yolo County

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APPENDIX A

GLOSSARY

Condominium - Ownership that enables a person to own an apartment or house in a development of similar units and hold a common or joint-ownership in common areas, hallways, entrances, elevators, etc. The owner has a deed to the individual unit, and, very likely, a mortgage on the unit, and also holds a common or joint ownership in all common areas, such as grounds, lobbies, and elevators. A condominium unit need not be occupied by the owner to be counted as such.

Dwelling Unit - One (1) or more habitable rooms which are designed to be occupied by one (1) family with facilities for living, sleeping, cooking, eating, and sanitation.

Family - Two or more persons, including the householder, who are related by birth, marriage, or adoption, and who live together as one household.

Household - The person or persons occupying a housing unit.

Housing Units - A house, apartment, mobilehome or trailer, group of rooms, or single room occupied as a separate living quarter or, if vacant, intended for occupancy as a separate living quarter. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.

Income Levels - Income categories are defined with respect to the area or county median income and are adjusted for household size, as follows:

Very Low: Less than 50% of the area or county median income.

Low: Between 51% and 80% of the county median income.

Moderate: Between 81% and 120% of the county median income.

Above Moderate: Above 120% of the county median income.

Mean - The average of a range of numbers.

Median - The mid-point in a range of numbers.

Multi-family Dwelling Unit - A building or portion thereof designed for or occupied by two (2) or more families living independently of each other, including duplexes, triplexes, fourplexes, apartments, and condominiums.

Overcrowding - Households or occupied housing units with 1.01 or more persons per room.

Single Family Dwelling - A building or buildings designed for or occupied exclusively by one (1) family, excluding a mobilehome. Includes both detached and attached (townhouses) single family units.

Year-round Housing Units - All occupied units plus vacant units intended for year-round use, but excluding vacant units held for seasonal use or migratory labor.

APPENDIX B-1

VACANT RESIDENTIAL (R-2) PARCELS

South of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
R-2 PD-41	4520011	T8N R4E	20
R-1-B PD-41, R-2	4523005	T8N R4E	60
R-1-B PD-41, R-2, PQP, R-P	4523006	T8N R4E	20
R-1-B PD-41, R-2	4523012	JEFFERSON BLVD	25.46
R-2 PD-41	4527018	T8N R4E	10
R-2 PD-7	4528018	T8N R4E	1
R-2, C-2	4528020	T8N R4E	31.55

Source: City of West Sacramento Community Development, 1994

Note: Parcels with multiple zoning designations have not been broken out according to each zoning category within this appendix. Refer to Table II-28 for total actual acreage within each zoning designation.

APPENDIX B-2

VACANT RESIDENTIAL (R-2) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
R-2	810105	1175 HOLLY ST	1.357
R-2	811251	540-542 WALNUT ST	0.85
R-2	811402	561 MAPLE ST	0.455
R-2	813111	641 WALNUT	0.37
R-2	813174	MICHIGAN BLVD	0.238
R-2	819111	710 CEDAR ST	0.163
R-2	819202	CEDAR ST	0.444
R-2	819306	701 MAPLE ST	0.463
R-2	1019308	FIFTH STREET	0.15
R-2	1019310	324-326 FIFTH STREET	0.37
R-2	1019406	639 CALIFORNIA ST	0.13
R-2	1046309	402 F ST	0.12
R-2	1047107	512 THIRD STREET	0.073
R-2	1047112	THIRD & F STREET	0.218
R-2	1048409	416 FOURTH STREET	0.15
R-2	1048412	D & FOURTH STREET	0.29
R-2	1050107	ANDREW ST.	0.05
R-2	1050201	617 ANDREW ST	0.09
R-2	1050303	631 WILLIAM ST	0.14
R-2	1050321	610 ELIZABETH	0.1
R-2	1050322	612 ELIZABETH	0.1
R-2	1050332	638 ELIZABETH	0.1
R-2	1050334	642 8TH ST.	0.14
R-2	1050407	ELIZABETH ST.	0.124
R-2	1050427	654 CALIFORNIA ST	0.12
R-2	1050428	656 CALIFORNIA ST	0.12
R-2	1051117	608 JAMES ST	0.08
R-2	1051124	624 JAMES ST	0.08
R-2	1051202	637 JAMES ST.	0.09
R-2	1052106	624 CUMMINS	0.138
R-2	1052301	11 SIXTH STREET	0.116
R-2	1052324	55 ALANS ALLEY	0.076
R-2	1052326	58-70 ALANS ALLEY	0.076
R-2	1052327	58-70 ALANS ALLEY	0.801
R-2	1446007	1665 CITRUS ST	0.353
R-2	1446027	1648 CITRUS AVENUE	0.614
R-2	1446033	845 ELM STREET	0.394
R-2	1446056	1661 CITRUS ST	0.333
R-2	1447103	952 OAK ST	0.714
R-2	1448115	1745-1749 REED AVE	0.248
R-2	1448204	853 OAK ST	0.337
R-2	1448215	836-840 ELM ST	0.427

Source: City of West Sacramento Community Development, 1994

APPENDIX B-2

VACANT RESIDENTIAL (R-2) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
R-2	1448219	ELM ST	0.161
R-2	1448220	ELM ST	0.161
R-2	1448221	ELM ST	0.161
R-2	1448223	908 ELM STREET	0.406
R-2	1448307	ELM ST	0.172
R-2	1448316	ELM ST	0.275
R-2	1448318	ELM ST	0.357
R-2	1449111	1728-1748 REED AVE	0.709
R-2	1449112	HARBOR BLVD	0.472
R-2	1449113	HARBOR BLVD	0.885
R-2 PD-14	1453214	1404 HOBSON AVE	0.192
R-2 PD-40	5812101	1941 CAROLINA AVE	0.487
R-2 PD-40	5812102	JEFFERSON BLVD	0.249
R-2	1050333	640 8TH STREET	0.416

Source: City of West Sacramento Community Development, 1994

APPENDIX C-1

VACANT RESIDENTIAL (R-3) PARCELS

South of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
R-3 PD-7	4528002	T8N R4E	3.629
R-3 PD-7	4528003	T8N R4E	4.428
R-3 PD-7	4528016	T8N R4E	0.01
R-3 PD-7	4528017	T8N R4E	0.017
R-3 PD-7	4528040	LINDEN RD	18.642
R-3 PD-7	4528015	HIGGINS ROAD	1.34

Source: City of West Sacramento Community Development, 1994

APPENDIX C-2

VACANT RESIDENTIAL (R-3) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
R-3	1019113	SIXTH STREET	0.29
R-3	1019117	SACRAMENTO AVENUE	0.17
R-3	1019202	FIFTH STREET	1.466
R-3	1019203	SIXTH STREET	1.466
R-3	1046502	504 G STREET	0.11
R-3	1046503	514 G STREET	0.11
R-3	1046609	F STREET	0.17
R-3	1047501	331 F STREET	0.18
R-3	1047503	309 F STREET	0.07
R-3	1047506	301 F STREET	0.07
R-3	1047510	316 G STREET	0.16
R-3	1049105	112 FIFTH STREET	0.15
R-3	1049108	121 SIXTH STREET	0.15
R-3	1049202	101 FIFTH STREET	0.18
R-3	1049503	409 B STREET	0.09
R-3	1049504	407 B STREET	0.14
R-3	1049513	218 FOURTH STREET	0.13
R-3	1403422	701 SUNSET AVENUE	0.192
R-3	1404327	525-529 N HARBOR	0.457
R-3	1404329	601 N. HARBOR	0.138
R-3	1449202	845 SUNSET AVENUE	0.157
R-3	1449204	837 SUNSET AVENUE	0.165
R-3	1449205	833 SUNSET AVENUE	0.167
R-3	1449206	829 SUNSET AVENUE	0.174
R-3	1454016	924 SIMON TERRACE	0.185
WF PD-29/RE, R-3	1463036	LOT 297 LIGHTHOUSE DR	5.212
R-3	6721006	EVERGREEN AVENUE	0.185
R-3	6721022	JOHNSON ROAD	0.258
R-3	6722010	EVERGREEN AVENUE	0.214
R-3	6723016	HICKORY WAY	0.163
R-3	6723027	2261 EVERGREEN AVENUE	2.03
R-3	6723031	OAKMONT WAY	0.183

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF	1010112	C STREET & SECOND STREET	0.29
WF	1010202	SECOND STREET	0.326
WF	1010203	211 SECOND STREET	0.683
WF	1010204	SECOND STREET	0.198
WF	1010205	SECOND STREET	0.77
WF	1037107	SECOND STREET	0.7
WF	1037108	SECOND STREET	0.371
WF	1037109	D STREET	0.6
WF	1037301	SECOND STREET	0.15
WF	1037302	SECOND STREET	0.06
WF	1037303	405 SECOND STREET	0.06
WF	1037304	411 SECOND STREET	0.21
WF	1037305	413 SECOND STREET	0.15
WF	1037306	SECOND STREET	0.068
WF	1037307	415 SECOND STREET	0.216
WF	1037308	435-437 SECOND STREET	0.15
WF	1037309	401 E STREET	0.15
WF	1037310	E STREET	0.344
WF	1037311	D STREET	1.332
WF	1037401	D STREET	0.05
WF	1037402	223 D STREET	0.66
WF	1037404	413 THIRD STREET	0.07
WF	1037411	218 E STREET	0.11
WF	1037412	E STREET	0.15
WF	1037413	440 SECOND STREET	0.12
WF	1037414	436 SECOND STREET	0.51
WF	1037415	SECOND STREET	0.15
WF	1042101	FOURTH & G STREET	0.23
WF	1042102	FOURTH STREET	0.23
WF	1042103	313-315 G STREET	0.375
WF	1042105	714 THIRD STREET	1.708
WF	1042108	300-316 WEST CAPITOL	0.585
WF PD-30	1042201	THIRD & G STREET	0.217
WF PD-30	1042202	THIRD STREET	0.429
WF	1042211	THIRD & G STREET	12.544
WF	1043101	527 G STREET	0.113
WF	1043102	516 WEST CAPITOL	0.46
WF	1043110	525 G STREET	0.249
WF	1043113	503-509 G STREET	0.462
WF	1043206	709 FIFTH STREET	0.22
WF	1043209	424-490 WEST CAPITOL	0.43
WF	1043210	412 WEST CAPITOL	0.5

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-30	1047201	230 F STREET	0.59
WF PD-30	1047202	521 THIRD STREET	0.15
WF PD-30	1047203	519 THIRD STREET	0.15
WF PD-30	1047204	511-517 THIRD STREET	0.29
WF PD-30	1047205	501 THIRD STREET	0.29
WF PD-30	1047206	502 SECOND STREET	0.29
WF PD-30	1047207	510 SECOND STREET	0.29
WF PD-30	1047208	520 SECOND STREET	0.29
WF PD-30	1047209	530 SECOND STREET	0.44
WF PD-30	1047210	538 SECOND STREET	0.15
WF PD-30	1047310	E STREET	0.357
WF PD-30	1047311	E STREET	0.83
WF PD-30	1047316	101-105 E STREET	3
WF PD-30	1047317	E STREET	2.305
WF PD-30	1047409	221 F STREET	0.13
WF PD-30	1047410	219 F STREET	0.07
WF PD-30	1047411	606 SECOND STREET	0.22
WF PD-30	1047412	606 SECOND STREET	0.29
WF PD-30	1047414	G STREET & THIRD STREET	1.365
WF	1052308	75 5TH STREET	0.118
WF PD-29	1052312	95 5TH ST	
WF	1052325	ALANS ALLEY	1.264
WF PD-29	1053002	CR 136/ A ST	11.142
WF PD-29/OS	1459057	LOT 305	5
WF PD-29/OS	1459064	LOT 302 FOUNTAIN DR	5.37
WF PD-29/RE	1459066	LOT 55 FOUNTAIN DR	3.02
WF PD-29/RD	1459067	FOUNTAIN DR	10.62
WF PD-29/RGC	1459068	FOUNTAIN DR	0.5
WF PD-29/RGC	1459071	WOODHAVEN PLACE	6.8
WF PD-29/RGC	1459073	WESTLAKE DRIVE	9.86
WF PD-29/RGC	1459082	LIGHTHOUSE DR	0.5
WF PD-29/RGC	1459084	LIGHTHOUSE DR	1.5
WF PD-29/RGC	1459088	LOT53 FOUNTAIN DRIVE	22.52
WF PD-29/RE	1459090	FOUNTAIN DR	3.5
WF PD-29/RD	1459092	FOUNTAIN DR	0.484
WF PD-29/OS	1459093	LOT 305	2
WF PD-29/RA	1459095	CR136	4.6
WF PD-29/RGC	1459096	500 DOUGLAS ST	3.374
WF PD-29/RGC	1459098	WESTLAKE DR	30.1
WF PD-29/RC	1461002	CR 136	8.358
WF PD-29/CR	1461004	CR 136	3.39
WF PD-29/CT/CR	1461010	CR 136	0.616

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/CM/CR,RMH	1461011	CR 136	5.47
WF PD-29/CM/CR,RMH	1461014	CR 136	4.05
WF PD-29/RMH	1461016	CR 136	0.288
WF PD-29/RC	1461017	LIGHTHOUSE DR	4.87
WF PD-29/CR	1461018	LIGHTHOUSE DR	1.73
WF PD-29/RC	1462001	CR 136	4.32
WF PD-29/RC	1462002	CR 136	1.2
WF PD-29/RC	1462003	CR 136	1.2
WF PD-29/CT/CR	1462006	CR 136	25.49
WF PD-29/RC	1462007	FOUNTAIN DR	1.45
WF PD-29/BP/CR	1462008	FOUNTAIN DR	5.12
WF PD-29/RC	1462009	FOUNTAIN DR	0.68
WF PD-29/RC	1463032	POR LOT 298	3.3
WF PD-29/RC	1463033	POR LOT 298	6.2
WF PD-29/RE	1463034	LOT 296 LIGHTHOUSE DR	1.768
WF PD-29/RE, R-3	1463036	LOT 297 LIGHTHOUSE DR	5.212
WF PD-29/RA	1469044	LOT 166 FOUNTAIN DR	0.186
WF PD-29/RA	1469045	LOT 165 FOUNTAIN DR	0.183
WF PD-29/RA	1469046	LOT 164 FOUNTAIN DR	0.175
WF PD-29/RA	1469047	LOT 163 FOUNTAIN DR	0.155
WF PD-29/RA	1469052	LOT 162 FOUNTAIN DR	0.231
WF PD-29/RA	1469053	LOT 161 FOUNTAIN DR	0.217
WF PD-29/RA	1469054	LOT 160 FOUNTAIN DR	0.251
WF PD-29/RA	1469055	LOT 159 CLASSIC CT	0.248
WF PD-29/RA	1469056	LOT 158 CLASSIC CT	0.235
WF PD-29/RA	1469057	LOT 157 CLASSIC CT	0.215
WF PD-29/RA	1469058	LOT 156 CLASSIC CT	0.201
WF PD-29/RA	1469059	LOT 155 CLASSIC CT	0.271
WF PD-29/RA	1469060	LOT 154 SANDS CT	0.267
WF PD-29/RA	1469061	LOT 153 SANDS CT	0.213
WF PD-29/RA	1469062	LOT 152 SANDS CT	0.233
WF PD-29/RA	1469063	LOT 151 SANDS CT	0.206
WF PD-29/RA	1469064	LOT 150 SANDS CT	0.201
WF PD-29/RA	1469065	LOT 149 SANDS CT	0.243
WF PD-29/RA	1469066	LOT 148 TROPHY CT	0.245
WF PD-29/RA	1469067	LOT 147 TROPHY CT	0.202
WF PD-29/RA	1469068	LOT 146 TROPHY CT	0.206
WF PD-29/RA	1469069	LOT 145 TROPHY CT	0.172
WF PD-29/RA	1469070	LOT 144 TROPHY CT	0.208
WF PD-29/RA	1469071	LOT 143 TROPHY CT	0.221
WF PD-29/OS	1469072	POR LOT 304 GREENBELT	0.342
WF PD-29/RA	1469073	LOT 18 RIVER CREST DR	0.25

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RA	1469074	LOT 17 RIVER CREST DR	0.26
WF PD-29/RA	1469075	LOT 16 RIVER CREST DR	0.26
WF PD-29/RA	1469076	LOT 15 RIVER CREST DR	0.26
WF PD-29/RA	1469077	LOT 14 RIVER CREST DR	0.27
WF PD-29/RA	1469078	LOT 13 RIVER CREST DR	0.26
WF PD-29/RA	1469079	LOT 12 RIVER CREST DR	0.26
WF PD-29/RA	1469080	LOT 11 RIVER CREST DR	0.26
WF PD-29/RA	1469081	LOT 10 RIVER CREST DR	0.25
WF PD-29/RA	1469082	LOT 9 RIVER CREST DR	0.26
WF PD-29/RA	1469083	LOT 8 RIVER CREST DR	0.26
WF PD-29/RA	1469084	LOT 7 RIVER CREST DR	0.26
WF PD-29/RA	1469085	LOT 6 RIVER CREST DR	0.26
WF PD-29/RA	1469086	LOT 5 RIVER CREST DR	0.26
WF PD-29/RA	1469087	LOT 4 RIVER CREST DR	0.27
WF PD-29/RA	1469088	LOT 3 RIVER CREST DR	0.24
WF PD-29/RA	1469089	LOT 2 RIVER CREST DR	0.24
WF PD-29/RA	1469090	LOT 1 RIVER CREST DR	0.31
WF PD-29/RA	1469091	LOT 301 RIVER CREST DR	0.14
WF PD-29/RA	1469092	LOT 168 FOUNTAIN DR	0.19
WF PD-29/RA	1469093	LOT 167 FOUNTAIN DR	0.17
WF PD-29/RA	1469094	LOT 169 FOUNTAIN DR	0.32
WF PD-29/RA	1469095	LOT 170 FOUNTAIN DR	0.26
WF PD-29/OS	1470003	LOT M RIVER CREST DR	0.054
WF PD-29/RA	1470018	LOT 26 RIVER CREST DR	0.227
WF PD-29/RA	1470019	LOT 27 RIVER CREST DR	0.273
WF PD-29/RA	1470020	LOT 28 RIVER CREST DR	0.252
WF PD-29/RA	1470021	LOT 29 RIVER CREST DR	0.233
WF PD-29/RA	1470022	LOT 30 RIVER CREST DR	0.226
WF PD-29/RA	1470023	LOT 31 RIVER CREST DR	0.22
WF PD-29/RA	1470024	LOT 32 RIVER CREST DR	0.213
WF PD-29/RA	1470025	LOT 33 RIVER CREST DR	0.207
WF PD-29/RA	1470026	LOT 34 RIVER CREST DR	0.212
WF PD-29/RA	1470027	LOT 142 FOUNTAIN DR	0.209
WF PD-29/RA	1470028	LOT 141 FOUNTAIN DR	0.209
WF PD-29/RA	1470029	LOT 140 WOODHAVEN PL/FOUNTAIN	0.213
WF PD-29/RA	1470030	LOT 139 WOODHAVEN PL	0.201
WF PD-29/RA	1470031	LOT 138 WOODHAVEN PL	0.187
WF PD-29/RA	1470032	LOT 137 WOODHAVEN PL	0.201
WF PD-29/RA	1470033	LOT 136 WOODHAVEN PL	0.206
WF PD-29/RA	1470034	LOT 135 WOODHAVEN PL	0.219
WF PD-29/RA	1470035	LOT 96 WOODHAVEN PL	0.241
WF PD-29/RA	1470036	LOT 95 WOODHAVEN PL	0.241

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RA	1470037	LOT 94 WOODHAVEN PL	0.246
WF PD-29/RA	1470038	LOT 93 WOODHAVEN PL	0.267
WF PD-29/RA	1470039	LOT 92 WOODHAVEN PL	0.267
WF PD-29/RA	1470040	LOT 91 WOODHAVEN PL/FOUNTAIN	0.283
WF PD-29/RA	1470041	LOT 90 ROYAL OAKS DR/FOUNTAIN DR	0.275
WF PD-29/RA	1470042	LOT 89 ROYAL OAKS DR	0.26
WF PD-29/RA	1470043	LOT 88 ROYAL OAKS DR	0.259
WF PD-29/RA	1470044	LOT 87 ROYAL OAKS DR	0.224
WF PD-29/RA	1470045	LOT 86 ROYAL OAKS DR	0.347
WF PD-29/RA	1470046	LOT 25 RIVER CREST DR	0.27
WF PD-29/RA	1470047	LOT 24 RIVER CREST DR	0.25
WF PD-29/RA	1470048	LOT 23 RIVER CREST DR	0.25
WF PD-29/RA	1470049	LOT 22 RIVER CREST DR	0.26
WF PD-29/RA	1470050	LOT 21 RIVER CREST DR	0.29
WF PD-29/RA	1470051	LOT 20 RIVER CREST DR	0.18
WF PD-29/RA	1470052	LOT 19 RIVER CREST DR	0.25
WF PD-29/OS	1470053	POR LOT 304 GREENBELT	0.41
WF PD-29/OS	1471001	POR LOT 304 GREENBELT	0.424
WF PD-29/RA	1471002	LOT 35 RIVER CREST DR	0.201
WF PD-29/RA	1471003	LOT 36 RIVER CREST DR	0.201
WF PD-29/RA	1471004	LOT 37 RIVER CREST DR	0.201
WF PD-29/RA	1471005	LOT 38 RIVER CREST DR	0.198
WF PD-29/RA	1471006	LOT 39 RIVER CREST DR	0.207
WF PD-29/RA	1471007	LOT 40 RIVER CREST DR	0.206
WF PD-29/RA	1471008	LOT 41 RIVER CREST DR	0.209
WF PD-29/RA	1471009	LOT 42 RIVER CREST DR	0.215
WF PD-29/RA	1471010	LOT 43 RIVER CREST DR	0.212
WF PD-29/RA	1471011	LOT 44 RIVER CREST DR	0.205
WF PD-29/RA	1471012	LOT 45 RIVER CREST DR	0.212
WF PD-29/RA	1471013	LOT 46 RIVER CREST DR	0.213
WF PD-29/RA	1471014	LOT 47 RIVER CREST DR	0.198
WF PD-29/RA	1471015	LOT 48 RIVER CREST DR	0.194
WF PD-29/RA	1471022	LOT 54 RIVER CREST/FOUNTAIN	0.849
WF PD-29/RA	1471023	LOT 56 FOUNTAIN/WOODSIDE DR	0.289
WF PD-29/RA	1471024	LOT 57 FOUNTAIN DR	0.255
WF PD-29/RA	1471025	LOT 58 FOUNTAIN DR	0.253
WF PD-29/RA	1471026	LOT 59 FOUNTAIN DR	0.247
WF PD-29/RA	1471027	LOT 60 FOUNTAIN DR	0.237
WF PD-29/RA	1471028	LOT 61 FOUNTAIN DR	0.224
WF PD-29/RA	1471029	LOT 62 ROYAL OAKS DR/FOUNTAIN DR	0.246
WF PD-29/RA	1471030	LOT 63 ROYAL OAKS DR	0.24
WF PD-29/RA	1471045	LOT 71 WOODSIDE/FOUNTAIN DR	0.212

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RA	1471046	LOT 72 WOODSIDE DR	0.213
WF PD-29/RA	1471049	LOT 74 WOODSIDE DR	0.233
WF PD-29/RA	1471050	LOT 75 ROLLING GREEN/WOODSID	0.345
WF PD-29/RA	1471051	LOT 76 ROLLING GREEN/WOODSIDE	0.217
WF PD-29/RA	1471052	LOT 77 ROLLING GREEN DR	0.243
WF PD-29/RA	1471053	LOT 78 ROLLING GREEN DR	0.241
WF PD-29/RA	1471054	LOT 79 ROLLING GREEN DR	0.241
WF PD-29/RA	1471055	LOT 80 ROLLING GREEN DR	0.241
WF PD-29/RA	1471056	LOT 81 ROLLING GREEN DR	0.241
WF PD-29/RA	1471057	LOT 82 ROLLING GREEN DR	0.241
WF PD-29/RA	1471060	LOT 84 ROLLING GREEN DR	0.243
WF PD-29/RA	1471061	LOT 85 ROLLING GREEN DR	0.275
WF PD-29/RA	1471062	LOT 49 RIVER CREST DR	0.21
WF PD-29/RA	1471063	LOT 50 RIVER CREST DR	0.21
WF PD-29/RA	1471064	LOT 51 RIVER CREST DR	0.24
WF PD-29/RA	1471065	LOT 64 ROYAL OAKS DR	0.25
WF PD-29/RA	1471066	LOT 65 ROLLING GREEN DR	0.24
WF PD-29/RA	1471067	LOT 66 ROLLING GREEN DR	0.24
WF PD-29/RA	1471068	LOT 67 ROLLING GREEN DR	0.24
WF PD-29/RA	1471069	LOT 68 ROLLING GREEN DR	0.24
WF PD-29/RA	1471070	LOT 69 ROLLING GREEN DR	0.24
WF PD-29/RA	1471071	LOT 70 ROLLING GREEN/WOODSID	0.26
WF PD-29/RA	1471072	LOT 73 WOODSIDE DR	0.24
WF PD-29/RA	1471073	LOT 83 ROLLING GREEN DR	0.24
WF PD-29/OS	1472001	LOT 292 GREENBELT	0.307
WF PD-29/OS	1472002	LOT 293 GREENBELT	0.847
WF PD-29/RA	1472006	LOT 171 FOUNTAIN DR	0.233
WF PD-29/RA	1472007	LOT 172 FOUNTAIN DR	0.326
WF PD-29/RA	1472008	LOT 173 FOUNTAIN DR	0.304
WF PD-29/RA	1472009	LOT 174 FOUNTAIN DR	0.241
WF PD-29/RA	1472010	LOT 175 FOUNTAIN DR	0.241
WF PD-29/RA	1472011	LOT 176 FOUNTAIN DR	0.241
WF PD-29/RA	1472012	LOT 177 FOUNTAIN DR	0.241
WF PD-29/RA	1472013	LOT 178 FOUNTAIN DR	0.265
WF PD-29/RA	1472014	LOT 179 FOUNTAIN DR	0.28
WF PD-29/RA	1472015	LOT 180 FOUNTAIN DR	0.209
WF PD-29/RA	1472016	LOT 181 FOUNTAIN DR	0.209
WF PD-29/RA	1472024	LOT 191 WATERFORD DR	0.215
WF PD-29/RA	1472025	LOT 190 WATERFORD DR	0.215
WF PD-29/RA	1472026	LOT 189 WATERFORD DR	0.215
WF PD-29/RA	1472027	LOT 188 WATERFORD DR	0.215
WF PD-29/RA	1472028	LOT 187 WATERFORD DR	0.215

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RA	1472029	LOT 186 WATERFORD DR	0.215
WF PD-29/RA	1472030	LOT 185 WATERFORD DR	0.215
WF PD-29/RA	1472031	LOT 184 WATERFORD DR	0.215
WF PD-29/RA	1472032	LOT 183 WATERFORD DR	0.215
WF PD-29/RA	1472033	LOT 182 WATERFORD DR	0.267
WF PD-29/RB	1472034	LOT 194 WATERFORD DR	0.182
WF PD-29/RB	1472035	LOT 195 WATERFORD DR	0.176
WF PD-29/RB	1472036	LOT 196 WATERFORD DR	0.179
WF PD-29/RB	1472037	LOT 197 WATERFORD DR	0.179
WF PD-29/RB	1472038	LOT 198 WATERFORD DR	0.179
WF PD-29/RB	1472039	LOT 199 WATERFORD DR	0.179
WF PD-29/RB	1472040	LOT 200 WATERFORD DR	0.179
WF PD-29/RB	1472041	LOT 201 WATERFORD DR	0.179
WF PD-29/RB	1472042	LOT 202 WATERFORD DR	0.179
WF PD-29/RB	1472043	LOT 203 WATERFORD DR	0.179
WF PD-29/RB	1472044	LOT 204 WATERFORD DR	0.179
WF PD-29/RB	1472045	LOT 205 WATERFORD DR	0.179
WF PD-29/RB	1472046	LOT 206 WATERFORD DR	0.179
WF PD-29/RB	1472053	LOT 228 WESTLAKE DR	0.174
WF PD-29/RB	1472054	LOT 229 WESTLAKE DR	0.174
WF PD-29/RB	1472055	LOT 230 WESTLAKE DR	0.174
WF PD-29/RB	1472056	LOT 231 WESTLAKE DR	0.174
WF PD-29/OS	1472057	LOT 294 FOUNTAIN DR	0.78
WF PD-29/RGC	1472058	LOT 52 WESTLAKE DR	6.11
WF PD-29/RA	1472059	LOT 193 WATERFORD DR	0.29
WF PD-29/RA	1472060	LOT 192 WATERFORD DR	0.22
WF PD-29/RB	1472061	LOT 207 WATERFORD DR	0.18
WF PD-29/RB	1472062	LOT 208 WESTLAKE DR/WATERFORD DR	0.19
WF PD-29/RB	1472063	LOT 209 WESTLAKE DR	0.17
WF PD-29/RA	1473001	LOT 134 WOODHAVEN PL	0.237
WF PD-29/RA	1473002	LOT 133 WOODHAVEN PL	0.236
WF PD-29/RA	1473003	LOT 132 WOODHAVEN PL	0.237
WF PD-29/RA	1473004	LOT 131 WOODHAVEN PL	0.3
WF PD-29/RA	1473005	LOT 130 WEDGEWOOD CT	0.225
WF PD-29/RA	1473006	LOT 129 WEDGEWOOD CT	0.232
WF PD-29/RA	1473007	LOT 128 WEDGEWOOD CT	0.24
WF PD-29/RA	1473008	LOT 127 WEDGEWOOD CT	0.245
WF PD-29/RA	1473009	LOT 126 WEDGEWOOD CT	0.249
WF PD-29/RA	1473010	LOT 125 WEDGEWOOD CT	0.249
WF PD-29/RA	1473011	LOT 124 WEDGEWOOD CT	0.218
WF PD-29/RA	1473012	LOT 123 WEDGEWOOD CT	0.258
WF PD-29/RA	1473013	LOT 122 WEDGEWOOD CT	0.258

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RA	1473014	LOT 121 WEDGEWOOD ST	0.239
WF PD-29/RA	1473015	LOT 120 WEDGEWOOD CT	0.219
WF PD-29/RA	1473028	LOT 113 WOODHAVEN PL	0.209
WF PD-29/RA	1473029	LOT 112 WOODHAVEN PL	0.209
WF PD-29/RA	1473030	LOT 111 WOODHAVEN PL	0.212
WF PD-29/RA	1473031	LOT 110 WOODHAVEN PL	0.243
WF PD-29/RA	1473032	LOT 109 WOODHAVEN PL	0.329
WF PD-29/RA	1473033	LOT 108 WOODHAVEN PL	0.297
WF PD-29/RA	1473034	LOT 107 WOODHAVEN PL	0.297
WF PD-29/RA	1473035	LOT 106 WOODHAVEN PL	0.248
WF PD-29/RA	1473036	LOT 105 WOODHAVEN PL	0.235
WF PD-29/RA	1473037	LOT 104 WOODHAVEN PL	0.228
WF PD-29/RA	1473038	LOT 103 WOODHAVEN PL	0.223
WF PD-29/RA	1473041	LOT 101 WOODHAVEN PL	0.232
WF PD-29/RA	1473042	LOT 100 WOODHAVEN PL	0.231
WF PD-29/RA	1473043	LOT 99 WOODHAVEN PL	0.224
WF PD-29/RA	1473044	LOT 98 WOODHAVEN PL	0.223
WF PD-29/RA	1473045	LOT 97 WOODHAVEN PL	0.228
WF PD-29/RA	1473046	LOT 102 WOODHAVEN PL	0.24
WF PD-29/RA	1473047	LOT 114 WOODHAVEN PL	0.24
WF PD-29/RA	1473048	LOT 115 WEDGEWOOD CT	0.23
WF PD-29/RA	1473049	LOT 116 WEDGEWOOD CT	0.23
WF PD-29/RA	1473050	LOT 117 WEDGEWOOD CT	0.23
WF PD-29/RA	1473051	LOT 118 WEDGEWOOD CT	0.23
WF PD-29/RA	1473052	LOT 119 WEDGEWOOD CT	0.25
WF PD-29/OS	1474001	GREENBELT	0.26
WF PD-29/RB	1474030	LOT 232 WESTLAKE DR	0.174
WF PD-29/RB	1474031	LOT 233 WESTLAKE DR	0.174
WF PD-29/RB	1474032	LOT 234 WESTLAKE DR	0.174
WF PD-29/RB	1474033	LOT 235 WESTLAKE DR	0.174
WF PD-29/RB	1474034	LOT 236 WESTLAKE DR	0.174
WF PD-29/RB	1474035	LOT 237 WESTLAKE DR	0.174
WF PD-29/RB	1474036	LOT 238 WESTLAKE DR	0.174
WF PD-29/RB	1474037	LOT 239 WESTLAKE DR	0.174
WF PD-29/RB	1474038	LOT 240 WESTLAKE DR	0.174
WF PD-29/RA	1474039	LOT 241 WESTLAKE DR	0.174
WF PD-29/RA	1474040	LOT 242 WESTLAKE DR	0.174
WF PD-29/RA	1474041	LOT 243 WESTLAKE DR	0.174
WF PD-29/RA	1474042	LOT 244 WESTLAKE DR	0.174
WF PD-29/RA	1474043	LOT 210 WESTLAKE DR	0.17
WF PD-29/RA	1474044	LOT 211 WESTLAKE DR	0.17
WF PD-29/RA	1474045	LOT 212 WESTLAKE DR	0.17

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RA	1474046	LOT 213 WESTLAKE DR	0.17
WF PD-29/RA	1474047	LOT 214 WESTLAKE DR	0.17
WF PD-29/RA	1474048	LOT 215 WESTLAKE DR	0.17
WF PD-29/RA	1474049	LOT 216 WESTLAKE DR	0.17
WF PD-29/RA	1474050	LOT 217 WESTLAKE DR	0.17
WF PD-29/RA	1474051	LOT 218 WESTLAKE DR	0.17
WF PD-29/RA	1474052	LOT 219 WESTLAKE DR	0.17
WF PD-29/RA	1474053	LOT 220 WESTLAKE DR	0.17
WF PD-29/RA	1474054	LOT 221 WESTLAKE DR	0.17
WF PD-29/RA	1474055	LOT 222 WESTLAKE DR	0.17
WF PD-29/RA	1474056	LOT 223 WESTLAKE DR	0.17
WF PD-29/OS	1475001	LOT 291 GREENBELT	0.078
WF PD-29/OS	1475010	LOT 290 GREENBELT	0.025
WF PD-29/RB	1475014	LOT 278 LIGHTHOUSE DR	0.161
WF PD-29/RB	1475015	LOT 279 LIGHTHOUSE DR	0.162
WF PD-29/RB	1475016	LOT 280 LIGHTHOUSE DR	0.161
WF PD-29/RB	1475017	LOT 281 LIGHTHOUSE DR	0.161
WF PD-29/RB	1475018	LOT 282 LIGHTHOUSE DR	0.161
WF PD-29/RB	1475019	LOT 283 LIGHTHOUSE DR	0.161
WF PD-29/RB	1475020	LOT 284 LIGHTHOUSE DR	0.171
WF PD-29/RB	1475021	LOT 285 LIGHTHOUSE DR	0.182
WF PD-29/RB	1475022	LOT 286 LIGHTHOUSE DR	0.194
WF PD-29/RB	1475023	LOT 287 LIGHTHOUSE DR	0.205
WF PD-29/RB	1475025	LOT 289 LIGHTHOUSE DR	0.182
WF PD-29/RC	1475027	LOT 276 LIGHTHOUSE DR	0.144
WF PD-29/RC	1475028	LOT 275 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475029	LOT 274 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475030	LOT 273 LIGHTHOUSE DR	0.118
WF PD-29/RC	1475031	LOT 272 LIGHTHOUSE DR	0.124
WF PD-29/RC	1475032	LOT 271 LIGHTHOUSE DR	0.128
WF PD-29/RC	1475051	LOT 261 LIGHTHOUSE DR	0.125
WF PD-29/RC	1475052	LOT 260 LIGHTHOUSE DR	0.12
WF PD-29/RC	1475053	LOT 259 LIGHTHOUSE DR	0.129
WF PD-29/RC	1475054	LOT 258 LIGHTHOUSE DR	0.158
WF PD-29/RC	1475055	LOT 257 LIGHTHOUSE DR	0.129
WF PD-29/RC	1475056	LOT 256 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475057	LOT 255 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475058	LOT 254 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475059	LOT 253 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475060	LOT 252 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475061	LOT 251 LIGHTHOUSE DR	0.115
WF PD-29/RC	1475062	LOT 250 LIGHTHOUSE DR	0.115

Source: City of West Sacramento Community Development, 1994

APPENDIX D-2

VACANT WATERFRONT (WF) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
WF PD-29/RC	1475063	LOT 249 LIGHTHOUSE DR	0.115
WF PD-29/RB	1475064	LOT 248 LIGHTHOUSE DR	0.19
WF PD-29/RB	1475065	LOT 247 LIGHTHOUSE DR	0.174
WF PD-29/RB	1475066	LOT 246 LIGHTHOUSE DR	0.174
WF PD-29/RB	1475067	LOT 245 LIGHTHOUSE DR	0.174
WF PD-29/RE	1475068	LOT 295 LIGHTHOUSE DR	3.027
WF PD-29/RB	1475069	LOT 224 KEGLE DR	0.17
WF PD-29/RB	1475070	LOT 225 WESTLAKE DR	0.17
WF PD-29/RB	1475071	LOT 226 WESTLAKE DR	0.17
WF PD-29/RB	1475072	LOT 227 WESTLAKE DR	0.2
WF PD-29/RB	1475073	LOT 277 LIGHTHOUSE DR	0.18
WF PD-29/RB	1475074	LOT 262 LIGHTHOUSE DR	0.13
WF PD-29/RC	1475075	LOT 263 LIGHTHOUSE DR	0.16
WF PD-29/RC	1475076	LOT 264 LIGHTHOUSE DR	0.12
WF PD-29/RC	1475077	LOT 265 LIGHTHOUSE DR	0.12
WF PD-29/RC	1475078	LOT 266 LIGHTHOUSE DR	0.14
WF PD-29/RC	1475079	LOT 267 LIGHTHOUSE DR	0.17
WF PD-29/RC	1475080	LOT 268 LIGHTHOUSE DR	0.14
WF PD-29/RC	1475081	LOT 269 LIGHTHOUSE DR	0.12
WF PD-29/RC	1475082	LOT 270 LIGHTHOUSE DR	0.13
WF	5826001	JEFFERSON BLVD.	0.376
WF	5826007	1880 SOUTH RIVER ROAD	0.507
WF PD-41	5829001	SOUTH RIVER ROAD	1.618
WF	5830007	111 TOWER STREET	0.323
WF PD-41	5831001	DREVER STREET	7.77
WF PD-41	5831003	1016 DREVER STREET	1.15
WF PD-41	5831009	DREVER STREET	2.85
WF PD-41	5831013	114 TOWER STREET	0.199
WF PD-41	5831014	112 TOWER STREET	0.202
WF PD-41	5831015	879 SOUTH RIVER ROAD	0.19
WF PD-41	5832001	RISKE LANE	3.294
WF PD-41	5832008	SOUTH RIVER ROAD	0.935
WF PD-41	5832017	SOUTH RIVER ROAD	6.5
WF PD-41	5833005	SOUTH RIVER ROAD	2.988
WF PD-41	5834002	SOUTH RIVER ROAD	1.34
WF PD-41	5834003	T9N R4E	2.77
WF PD-41	5835007	SOUTH RIVER ROAD	0.687
WF PD-41	5835008	SOUTH RIVER ROAD	5.11
WF	6718003	SOUTH RIVER ROAD	40.69

Source: City of West Sacramento Community Development, 1994

APPENDIX E-1

VACANT COMMERCIAL (C-2) PARCELS

South of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
PR, C-2	4519006	T8N R4E	40
R-2, C-2	4528020	T8N R4E	31.55
C-2	4601001	JEFFERSON BLVD	6.26
C-2	4601002	JEFFERSON BLVD	5.64
C-2	4601003	JEFFERSON BLVD	6.035
C-2	4601004	JEFFERSON BLVD	10.29
C-2	4601006	JEFFERSON BLVD	7.781
C-2	4602005	JEFFERSON BLVD	9.94
C-2	4602010	JEFFERSON BLVD	19.434
PR, WF, C-2, POS	4603001	T8N R4E	231.38
POS, PR, C-2	4603004	SOUTH RIVER ROAD	25.7
C-2	4617001	JEFFERSON BLVD	4.3
C-2	4617002	JEFFERSON BLVD	8.7

Source: City of West Sacramento Community Development, 1994

Note: Parcels with multiple zoning designations have not been broken out according to each zoning category within this appendix. Refer to Table II-28 for total actual acreage within each zoning designation.

APPENDIX E-2

VACANT COMMERCIAL (C-2) PARCELS

North of the Deep Water Ship Channel

ZONING	PARCEL NUMBER	ADDRESS	AREA
C-2	1019415	634 D STREET	0.13
C-2	1019416	636 SACRAMENTO BLVD	0.13
C-2	1019417	638-650 SACRAMENTO BLVD	0.26
C-2	1019418	652 D STREET	0.13
C-2	1019419	654 D STREET	0.13
C-2	1019420	656 D STREET	0.13
C-2	1019422	616 D STREET	0.1174
C-2	1019505	SACRAMENTO & 8TH STREETS	0.44
C-2	1032014	SACRAMENTO AVENUE	2.377
C-2	1032038	SACRAMENTO AVENUE	8.157
C-2	1032072	SACRAMENTO AVENUE	8.928
C-2	1405219	907 YOLO ST	0.26
C-2	1405220	1508 SACRAMENTO AVENUE	0.264
C-2	1405415	1544 SACRAMENTO AVENUE	0.132
C-2	1405416	1536-1540 SACRAMENTO AVENUE	0.26
C-2	1457123	980 DOUGLAS STREET	0.241
C-2	1457124	740 SACRAMENTO AVENUE	0.297
C-2	1468003	REED AVENUE	4.24
C-2	1468004	REED AVENUE	6.538
C-2 PD-32	5801114	JEFFERSON BLVD	0.247
C-2	5801401	SOULE STREET	0.668
C-2	5801406	SOULE STREET	0.49
C-2	5801409	917 JEFFERSON BLVD	0.1
C-2	6712051	HARBOR BLVD	0.926
C-2	6712052	HARBOR BLVD	0.57
C-2	6722001	2257 WEST CAPITOL AVENUE	0.411
C-2	6722021	WEST CAPITOL AVENUE	0.51

Source: City of West Sacramento Community Development, 1994

CHAPTER III POPULATION

INTRODUCTION

If a city is to effectively establish land use patterns and set policies regarding schools and public facilities and services, it must first have a clear understanding of who lives in the community and how the population has changed and is expected to change in the future. This chapter reviews historical population trends, current demographics, and population projections for the City of West Sacramento. Most of the information contained in this chapter is from the 1990 Census. Some of this information was just made available from the Census Bureau in mid-1990. A great deal of the 1990 Census information has been retained because it provides a continuity by continuing comparisons of West Sacramento prior to the City's incorporation in 1987.

HISTORICAL POPULATION GROWTH

The West Sacramento area experienced its most dramatic growth during the 1980s, as the population more than doubled, averaging an annual growth rate of 11.0 percent. The area's population rose to almost 27,000 in 1987, then declined to about 26,000 in 1990. **CHAPTER III
POPULATION** The population as of January 1987 was 27,331. The U.S. Census Bureau reported a 1990 population of 24,993 persons in the City of West Sacramento, an over- **POPULATION** The California Department of Finance estimates the City's population

During the 1980s West Sacramento's population growth has lagged far behind other parts of the Sacramento-San Joaquin Metropolitan Statistical Area (MSA), which covers El Dorado, Placer, Sacramento, and Yuba Counties. Between 1980 and 1990, the area's population grew by almost 11.2 percent. During the same period, the population of the MSA increased by 11.3 percent, with Yuba County's total population increasing by 13.7 percent, Sacramento County's by 11.8 percent, and the City of Sacramento's by 11.3 percent. At 11.4 percent, California's population has grown more rapidly than West Sacramento since 1980 but not as rapidly as the Sacramento metropolitan area.

Table III-1 and Figure III-1 show how the city's population has grown since 1950. The numbers in Table III-1 through 1987 represent censused numbers for the previously-incorporated communities of Norwalk, Delta, West Sacramento, and Shattuck as estimated by the Sacramento Area Council of Governments (SACOG). The estimates for 1988-1989, and 1991-1994 are from the California Department of Finance. The 1990 figures are from the U.S. Bureau of the Census.

GROUP	ORDER	CHARACTER DEGREE	NUMBER OF CLASSES
C_2	2	1	2
C_3	3	1	3
C_4	4	1	4
C_5	5	1	5
C_6	6	1	6
C_7	7	1	7
C_8	8	1	8
C_9	9	1	9
C_{10}	10	1	10
C_{11}	11	1	11
C_{12}	12	1	12
C_{13}	13	1	13
C_{14}	14	1	14
C_{15}	15	1	15
C_{16}	16	1	16
C_{17}	17	1	17
C_{18}	18	1	18
C_{19}	19	1	19
C_{20}	20	1	20
C_{21}	21	1	21
C_{22}	22	1	22
C_{23}	23	1	23
C_{24}	24	1	24
C_{25}	25	1	25
C_{26}	26	1	26
C_{27}	27	1	27
C_{28}	28	1	28
C_{29}	29	1	29
C_{30}	30	1	30
C_{31}	31	1	31
C_{32}	32	1	32
C_{33}	33	1	33
C_{34}	34	1	34
C_{35}	35	1	35
C_{36}	36	1	36
C_{37}	37	1	37
C_{38}	38	1	38
C_{39}	39	1	39
C_{40}	40	1	40
C_{41}	41	1	41
C_{42}	42	1	42
C_{43}	43	1	43
C_{44}	44	1	44
C_{45}	45	1	45
C_{46}	46	1	46
C_{47}	47	1	47
C_{48}	48	1	48
C_{49}	49	1	49
C_{50}	50	1	50
C_{51}	51	1	51
C_{52}	52	1	52
C_{53}	53	1	53
C_{54}	54	1	54
C_{55}	55	1	55
C_{56}	56	1	56
C_{57}	57	1	57
C_{58}	58	1	58
C_{59}	59	1	59
C_{60}	60	1	60
C_{61}	61	1	61
C_{62}	62	1	62
C_{63}	63	1	63
C_{64}	64	1	64
C_{65}	65	1	65
C_{66}	66	1	66
C_{67}	67	1	67
C_{68}	68	1	68
C_{69}	69	1	69
C_{70}	70	1	70
C_{71}	71	1	71
C_{72}	72	1	72
C_{73}	73	1	73
C_{74}	74	1	74
C_{75}	75	1	75
C_{76}	76	1	76
C_{77}	77	1	77
C_{78}	78	1	78
C_{79}	79	1	79
C_{80}	80	1	80
C_{81}	81	1	81
C_{82}	82	1	82
C_{83}	83	1	83
C_{84}	84	1	84
C_{85}	85	1	85
C_{86}	86	1	86
C_{87}	87	1	87
C_{88}	88	1	88
C_{89}	89	1	89
C_{90}	90	1	90
C_{91}	91	1	91
C_{92}	92	1	92
C_{93}	93	1	93
C_{94}	94	1	94
C_{95}	95	1	95
C_{96}	96	1	96
C_{97}	97	1	97
C_{98}	98	1	98
C_{99}	99	1	99
C_{100}	100	1	100

CHAPTER III

NOTATION

CHAPTER III POPULATION

INTRODUCTION

If a city is to effectively establish land use patterns and set policies regarding housing and public facilities and services, it must first have a clear understanding of who lives in the community and how the population has changed and is expected to change in the future. This chapter reviews historical population trends, current demographics, and population projections for the City of West Sacramento. Most of the information contained in this chapter is taken from the 1990 Census. Some of this information was just made available from the Census Bureau in mid-1993. A great deal of the 1980 Census information has been retained because it provides community by community comparisons of West Sacramento prior to the City's incorporation in 1987.

HISTORICAL POPULATION GROWTH

The West Sacramento area experienced its most dramatic growth during the 1950s, as the population more than doubled, averaging an annual growth rate of 11.0 percent. The area's population rose to almost 27,400 in 1970, then declined to about 24,000 by 1975. It took until 1988, when the population reached 27,540, for the area to again reach its 1970 population. The population as of January 1989 was 27,531. The U.S. Census Bureau reported a 1990 population of 28,898 persons in the City of West Sacramento, an increase of 17.8% since 1980. The California Department of Finance estimates the City's population at 30,542 in 1994.

During the 1980s West Sacramento's population growth has lagged far behind other parts of the Sacramento Standard Metropolitan Statistical Area (SMSA), which covers El Dorado, Placer, Sacramento, and Yolo Counties. Between 1980 and 1989, the city's population grew by a total of 12.3 percent. During the same period, the population of the SMSA increased by 23.3 percent, with Yolo County's total population increasing by 17.7 percent, Sacramento County's by 22.8 percent, and the City of Sacramento's by 32.9 percent. At 18.4 percent, California's population has grown more rapidly than West Sacramento's since 1980, but not as rapidly as the Sacramento metropolitan area.

Table III-1 and Figure III-1 show how the city's population has grown since 1950. The numbers in Table III-1 through 1987 represent combined numbers for the previously-unincorporated communities of Broderick, Bryte, West Sacramento, and Southport as estimated by the Sacramento Area Council of Governments (SACOG). The estimates for 1988-1989, and 1991-1994 are from the California Department of Finance. The 1990 figures are from the U.S. Bureau of the Census.

TABLE III-1
HISTORICAL POPULATION GROWTH
West Sacramento
1950 to 1994

Year	Population	Annual Growth	Year	Population	Annual Growth
1950	11,906	--	1985	26,326	2.8
1960	25,032	11.0	1986	26,787	1.8
1970	27,392	0.9	1987	26,999	0.8
1975	23,880	-2.6	1988	27,540	2.0
1980	24,521	0.5	1989	27,531	-0.1
1981	25,194	2.7	1990 ¹	28,898	4.9
1982	25,697	2.0	1991 ²	29,360	1.6
1983	25,769	0.3	1992 ²	30,107	2.55
1984	25,611	-0.6	1993 ²	30,643	1.8
			1994 ²	30,542	-0.4

Source: U.S. Bureau of the Census; Sacramento Area Council of Governments; California Department of Finance.

¹U.S. Bureau of the Census, 1990 data

²Department of Finance, Report E-5

POPULATION CHARACTERISTICS

Age Distribution

Age structure is a particularly important planning consideration because different age segments of the population require different kinds of services. A younger population, for instance, will likely demand more opportunities for active recreation, whereas an older population will likely call for more passive recreational facilities. Different age groups also require different consideration when it comes to housing. An older population will generally have less need for the type of large housing units that a population with a large number of residents of child-bearing age will need. Table III-2 shows the age distribution of West Sacramento's population in 1980.

1980 Census data (Table III-2) indicated that just over one quarter of the population (26.0%) was 17 years or younger. 1990 Census data report that this percentage has increased slightly to 27.9%.

TABLE III-2
AGE DISTRIBUTION
West Sacramento Neighborhoods
1980

Age Group	Broderick		Bryte		West Sacramento		Southport		Citywide	
0-17	1,418	28.0%	1,827	24.1%	2,382	21.0%	797	26.9%	6,424	26.0%
18-34	1,245	24.6%	1,489	27.8%	3,001	26.5%	854	28.8%	6,589	26.7%
35-59	1,415	28.0%	1,312	24.5%	3,353	29.6%	973	32.8%	7,053	28.5%
60 +	981	19.4%	729	13.6%	2,606	23.0%	338	11.4%	4,654	18.8%
Total	5,059		5,357		11,342		2,962		24,720	

TABLE III-3
AGE DISTRIBUTION
City of West Sacramento
1980 vs 1990

Age Group	1980	1990	% Increase
0-17	6,424	8,074	26%
18-34	6,589	7,373	12%
35-59	7,053	8,324	18%
60 +	4,654	5,127	10%
Total	24,720	28,898	17%

Source: U.S. Bureau of Census, 1980, 1990.

Table III-2 indicates that overall the area of West Sacramento was well-balanced in terms of age distribution, but the table also reveals distinctions among the city's communities. For instance, the community of West Sacramento had the highest percentage of residents over 60 and the lowest under 18. Southport, on the other hand, had the lowest percentage of residents over 60 and the highest between 35 and 59.

The comparison of 1980 and 1990 Census data clearly shows the relative growth of families with children. This growth in children can be attributed to the influx of immigrants from foreign countries over the past ten years. These immigrants have larger families and more children, than the population at large. During the past ten years, the number of children has increased at a 50% higher rate than population at large. (See Table III-3)

Racial and Ethnic Composition

Table III-4 shows the breakdown of the ethnic subgroups of the population for West Sacramento and its four communities.

TABLE III-4
ETHNIC COMPOSITION
West Sacramento
1980

Ethnic Group	Broderick		Bryte		West Sacramento		Southport		Citywide	
White	2,915	57.6%	3,109	58.0%	9,520	83.9%	2,374	80.1%	17,918	72.5%
Black	128	2.5%	206	3.9%	55	0.5%	11	0.4%	400	1.6%
Native	129	2.5%	145	2.7%	175	1.5%	23	0.8%	472	1.9%
Asian	90	1.8%	68	1.3%	259	2.3%	160	5.4%	577	2.3%
Spanish*	1,708	33.8%	1,677	31.3%	1,278	11.3%	366	12.4%	5,029	20.4%
Other	89	1.8%	152	2.8%	55	0.5%	28	0.9%	324	1.3%
Total	5,059		5,357		11,342		2,962		24,720	

* Includes all persons of Spanish origin, regardless of ethnic identification.

As Table III-4 shows, there are significant differences in the ethnic make-up of the four communities in West Sacramento. Broderick and Bryte had much higher concentrations of residents who identified themselves as being of Spanish Origin and significantly lower percentages of white residents than West Sacramento and Southport.

TABLE III-5
ETHNIC COMPOSITION
City of West Sacramento
1980 vs 1990

Ethnic Group	1980		1990	
Non-Hispanic White	17,918	72.5%	20,595	71.3%
Black	400	1.6%	692	2.4%
Native American	472	1.9%	576	1.9%
Asian/Pacific Islander	577	2.3%	2,626	9.1%
Other	324	1.3%	4,409	15.3%
Total Hispanic	5,029	20.4%	---	---
Total	24,720	100%	28,898*	100.0%

Source: U.S. Bureau of the Census, 1980, 1990.

*Includes 7,060 individuals of Hispanic descent.

According to the 1990 Census, 7,060 residents (24.4%) identified themselves as "Hispanic," which includes all persons of all races from Spain, Mexico, South and Central America, and other countries and regions of the world where Spanish is the primary language. Of the Hispanic population, 2,356 identified themselves as white, 47 as black, 140 as Native American, 178 as Asian or Pacific Islander, and 4,339 as "other."

Household and Family Composition

Table III-6 shows a breakdown of family composition according to the 1980 Census for West Sacramento. As the table indicates, the city's communities varied widely in terms of the types of households and families residing in them. Southport, for instance, had the highest percentage of married couples with children at 32.0 percent, while West Sacramento had only slightly more than half of that with 16.6 percent. On the other hand, 12.5 percent of Bryte's households were headed by single mothers, while only 4.8 percent of Southport's households were headed by single mothers.

Worthy of note is the high percentage of residents in Broderick who lived in non-family households. According to the Census, a non-family household is one in which one person resides alone or two or more unrelated individuals live. Also worthy of note is Southport's high percentage of families with children.

TABLE III-6
FAMILY COMPOSITION
West Sacramento
1980

Family Type	Broderick	Bryte	West Sacramento	Southport	Citywide	Yolo County	Sacto. County
Married Couple w/ Children	20.7%	28.1%	16.6%	32.0%	21.2%	26.5%	26.6%
Married Couple w/o Children	20.3%	28.4%	32.9%	30.9%	29.2%	27.0%	28.6%
Single Male w/ Children	1.1%	3.7%	1.2%	0.8%	1.6%	1.3%	1.3%
Single Male w/o Children	1.1%	0.9%	2.1%	1.7%	1.7%	1.3%	1.4%
Single Female w/ Children	7.2%	12.5%	7.2%	4.8%	7.9%	5.7%	4.8%
Single Female w/o Children	3.2%	4.1%	2.3%	4.1%	3.0%	2.4%	3.3%
Non-Family Households	46.6%	22.3%	37.7%	25.7%	35.4%	35.9%	31.1%

Source: U.S. Bureau of the Census, 1980.

TABLE III-7
FAMILY COMPOSITION
City of West Sacramento
1980 vs 1990

Family	1980	1990
Married Couple w/Children	21.2%	22.0%
Married Couple w/o Children	30.9%	24.3%
Single Male w/Children	0.8%	2.5%
Single Male w/o Children	1.7%	2.2%
Single Female w/Children	4.8%	10.6%
Single Female w/o Children	4.1%	3.7%
Non-Family Households	25.7%	34.1%

Source: U.S. Bureau of the Census, 1990

Table III-6 shows a small increase in the proportion of married couple families with children, a substantial increase in the percentage of single parents, a substantial decrease in the proportion of childless married couples, and a substantial increase in the percentage of non-family households. Married couples still represent less than half of all households in West Sacramento, and the traditional "nuclear family" (two parents with children) accounts for less than one-fourth the households in the City.

Place of Residence

A comparison of place of residence between the 1980 and 1990 Census is shown in Table III-8. A slightly smaller percentage of City residents (48.7%) lived in their own residence for at least five years than in 1980 (55.1%). The most dramatic change was the increase in percentage of residents that had lived in a foreign country during the last five years (1.4% in 1980 vs. 5.6% in 1990).

TABLE III-8
CITYWIDE RESIDENTIAL PATTERNS
West Sacramento
1980 vs 1990

Type of Residence	1980	1990
Same House	55.1%	48.7%
Different House in Same County	18.7%	17.5%
Different County in California	20.9%	22.9%
Different State	3.9%	5.3%
Different Country	1.4%	5.6%

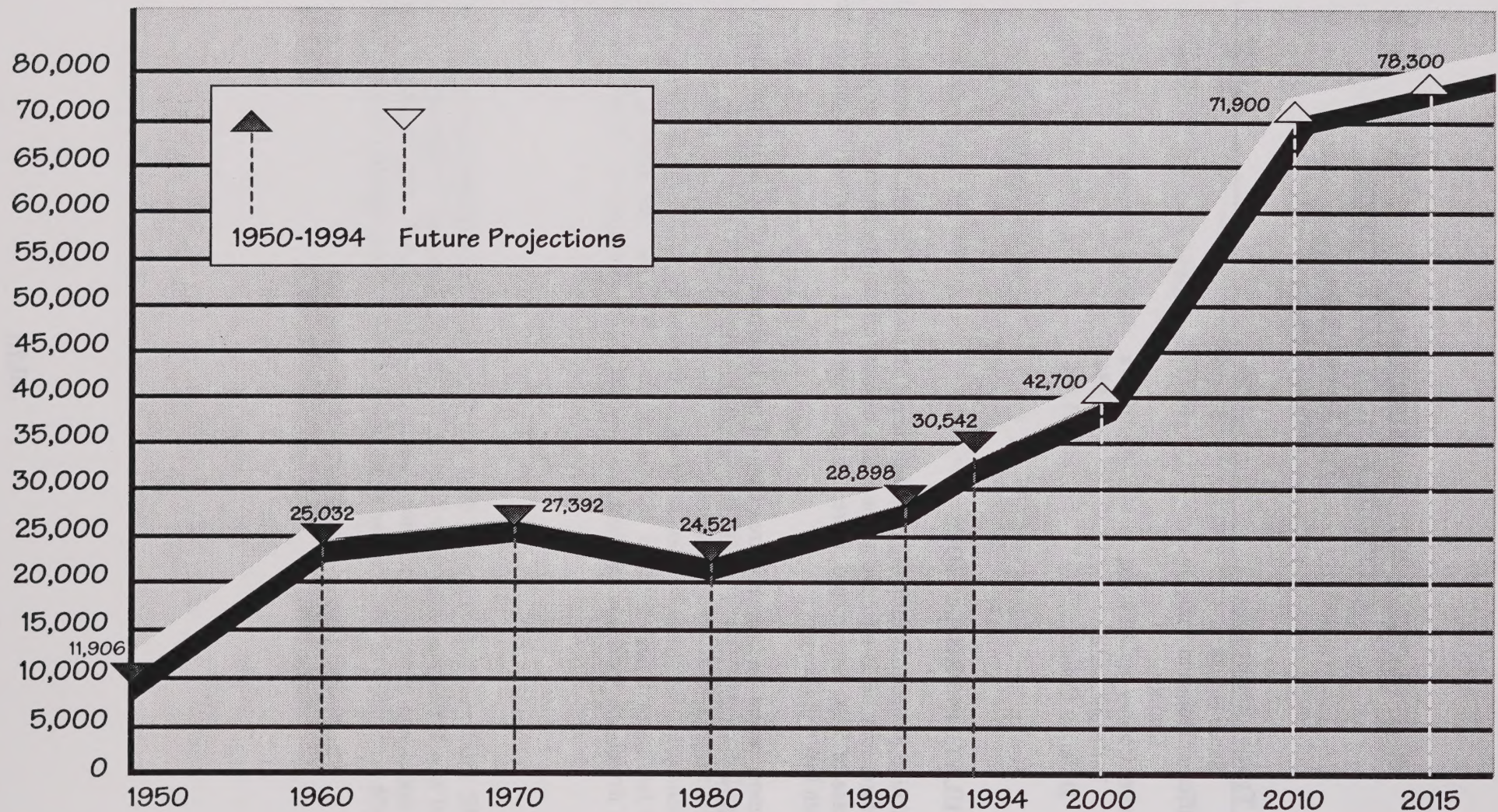
POPULATION PROJECTIONS

Population projections form the basis for almost all planning activities. Community planning can, therefore, only be as effective as the ability of local officials to anticipate population growth. In the case of West Sacramento, there has been quite a bit of uncertainty regarding the amount of growth that will take place.

The most recent Sacramento Area Council of Governments (SACOG) projections (April 1993) are shown in Table III-9. They are also reflected in Figure III-1.

FIGURE III-1

POPULATION GROWTH AND PROJECTIONS
City of West Sacramento
1950 to 2015



Source: Sacramento Area Council of Governments April, 1993
State Department of Finance, May 1994

TABLE III-9
POPULATION AND HOUSING UNIT GROWTH PROJECTIONS
West Sacramento
1990-2010

Year	Population	Housing Unit
1990	28,898 ¹	11,652
1991	29,360 ²	11,793
1995	32,000 ³	12,992
2000	40,900	16,843
2005	52,200	21,707
2010	66,800	28,033

Source: Sacramento Area Council of Governments, April, 1991.

1992	30,107 ²	11,684
1995	33,200 ³	13,918
2000	42,700 ³	17,342
2005	55,000 ³	22,786
2010	71,900 ³	29,577
2015	78,300 ³	32,256

Source: Sacramento Area Council of Governments, April, 1993

Note:

¹ U.S. Bureau of the Census, 1990 data

² Department of Finance

³ Housing unit projections based on SACOG housing projections with assumed 6.0% vacancy rate-1990 Census used as benchmark year.

The most recent population projections by the Sacramento Area Council of Governments (SACOG) appear to be high for several reasons. The economic slow down has resulted in a substantial decrease in the number of residential building permits being finalized in the last two years. Residential permits being finalized were down in 1993 approximately 70% from 1992 levels (See Chapter II, Table 21). Second, delay in construction of an additional bridge to Southport has prevented major new residential developments from preceding as originally planned. Additionally, poor economic conditions have also prevented projects such as Lighthouse Marina and Raley's Landing from preceding with development as originally planned.

City staff will be meeting with SACOG later in 1994, when SACOG begins their review of population projections, to recommend adjustments to these figures. City staff's own estimate 1995 population projection for the City is approximately 30,900 which is significantly lower than the SACOG estimate.

Because of limitations on existing transportation system capacity, particularly in the Southport area, West Sacramento's growth will be closely tied to the provision of substantial improvements. These implications are discussed in Chapter V, Transportation and Circulation.

TABLE III-10
EMPLOYMENT PROJECTIONS
1992-2015

Year	Total Employment	Retail Employment	Other Employment
1992	20,166	2,083	18,083
1995	24,653	3,065	21,588
2000	29,686	4,569	25,117
2005	40,064	6,234	33,830
2010	50,692	8,314	42,378
2015	61,341	10,201	51,140

Source: Sacramento Area Council of Governments, April, 1993.

EMPLOYMENT PROJECTIONS

Employment projections are an important indicator of the strength of different segments of the local economy. They also provide a check for a jurisdiction to make certain it has adequate available land for those sectors of the economy that are likely to expand. The most recent SACOG projections (April, 1993) are shown in Table III-10.

Several large employers have located in West Sacramento over the last two years. These include the U.S. Postal Service's Bulk Distribution Mail Facility, First Nationwide Bank, and OUCH. While this has added to the City's employment base, the SACOG projections may have overstated the likely employment growth for several reasons. These include the fact that employment anticipated in industrial and business park operations south of the Deep Water Ship Channel has not occurred, poor economic conditions have not allowed for development at sites such as Lighthouse Marina and Raley's Landing, and a decision by the State to not select West Sacramento as a site for one of two new state office buildings will keep employment levels lower than projected. Additionally, many of the new employers have relocated from other parts of the Sacramento area and have thus not required their employees to relocate and seek housing in the West Sacramento area.

FINDINGS

- The West Sacramento area experienced its most dramatic growth during the 1950s, as the population more than doubled from about 12,000 to over 25,000, growing at an annual rate of 11.0 percent. Between 1980 and 1993 West Sacramento's population grew by nearly just over 24% percent, from 24,521 to 30,467.
- West Sacramento has a very stable population, with over 55 percent of the 1980 population having had lived in the same house for at least five years, much higher than either county or state figures. This stability has changed over the past decade with increasing movement by immigrants from foreign countries. The Sacramento Area Council of Governments projects that West Sacramento's population will grow to 42,700 by the Year 2000 and to 71,900 by the Year 2010.
- Population and employment projections made by SACOG appear too high and will be adjusted during 1994. The slowdown in population and employment growth is the result of poor economic conditions and the inability of the City to find large commercial tenants in the Redevelopment area.
- Because of limitations on existing transportation system capacity, particularly in the Southport area, West Sacramento's growth will be closely tied to the provision of substantial improvements.

PERSONS CONSULTED

Fassler, Bob, Sacramento Area Council of Governments

Grieve, Kelly, Sacramento Area Council of Governments

Rikala, Steve, Senior Planner, City of West Sacramento Community Development Department

Sanders, Carol, Sacramento Area Council of Governments

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ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

INTRODUCTION

Long-range city development plans should be based on an economic analysis of the conditions and the local controls on the city's ability to promote growth and development and urban development. This chapter presents a brief overview of the city's economic conditions and the local controls on the city's ability to promote growth and development. The chapter also presents a brief overview of the city's economic conditions and the local controls on the city's ability to promote growth and development.

ECONOMIC CONDITIONS

Purpose of the Economic Analysis

The development of a general plan for the city's economic development, including consideration of the city's ability to promote growth and development, is a complex task. It requires a thorough understanding of the city's economic conditions and the local controls on the city's ability to promote growth and development. This chapter presents a brief overview of the city's economic conditions and the local controls on the city's ability to promote growth and development.

Regional Economic Setting

The city's economic conditions are closely tied to the regional economy. The city's economic conditions are closely tied to the regional economy. The city's economic conditions are closely tied to the regional economy. The city's economic conditions are closely tied to the regional economy. The city's economic conditions are closely tied to the regional economy.

CHAPTER IV

ECONOMIC CONDITIONS AND
FISCAL CONSIDERATIONS

Over the last 20 years the city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly.

The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly. The city's economic conditions have changed significantly.

Employment, including the self-employed, in the city's economy has increased steadily by 1.57 percent annually, from 476,000 in 1970 to 600,000 in 1990. The city's economy has increased steadily by 1.57 percent annually, from 476,000 in 1970 to 600,000 in 1990. The city's economy has increased steadily by 1.57 percent annually, from 476,000 in 1970 to 600,000 in 1990. The city's economy has increased steadily by 1.57 percent annually, from 476,000 in 1970 to 600,000 in 1990.

CHAPTER IV

ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

CHAPTER IV

ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

INTRODUCTION

Long-range city development plans should be based on the economic realities of the marketplace and the fiscal constraints on the City's ability to provide services for both existing and future development. This chapter reviews market conditions and activity which may affect the demand for commercial and industrial development in West Sacramento, assesses fiscal considerations--both revenue sources and expenditures--that can affect the City's capacity to provide services, and profiles the West Sacramento's existing employment base.

ECONOMIC CONDITIONS

Purpose of the Economic Analysis

The development of a general plan for West Sacramento necessarily includes consideration of market potential for economic growth within the city. Designating land for which no market exists and providing public services based on these expectations of development would negatively affect both public and private finances. Accordingly, this section provides an overview of regional market factors which will affect economic development in West Sacramento.

Regional Economic Setting

West Sacramento is situated on the western side of the Sacramento Metropolitan Statistical Area (MSA), as defined by the U.S. Bureau of the Census. The MSA encompasses all of Sacramento, Yolo, Placer, and El Dorado Counties. In 1986, this area was identified by Chase Econometrics as one of the principal areas of growth in the United States.

Over the next 25 years the Sacramento metropolitan area is expected to grow at an impressive rate. The region's employment focus is expected to continue to shift from its traditional government- and agriculture-based employment to service-based industries and more technology-intensive manufacturing, with growth centered on the expansion of service-based industries.

For this economic forecast, a large subregion of the MSA is used. The subregion takes up nearly all the developed areas of the MSA, including all of Sacramento County, the eastern part of Yolo County, and the western portions of Placer and El Dorado Counties. Based on an analysis of forecasts and projections made by the California Department of Finance (DOF), the Sacramento Area Council of Governments (SACOG), and the Center for the Continuing Study of the California Economy, annual population growth in this region between 1985 and 2010 is forecast to be 1.89 percent, with higher annual growth of 2.17 percent between 1985 and 2000.

Employment, not including the self-employed, in the entire Sacramento MSA is expected to grow by 1.87 percent annually, from 499,800 to 793,600 jobs between 1985 and 2010. This forecast assumes constant labor force participation rates and a constant ratio of labor force to population. During the 25-year period, the distribution of employment among industries is expected to change. Durable manufacturing's share of employment is expected to increase from 4.0 to 6.8 percent; government's share is expected to decrease from 31.2 to 26.5 percent; and employment in services and the finance, insurance, and real estate sectors is predicted to increase from 25.9 to 28.7 percent.

West Sacramento's Economic Setting

West Sacramento has experienced moderate population growth since 1970, especially compared with Sacramento metropolitan area in general and the city of Sacramento in particular. Population growth rates in what is now West Sacramento averaged 0.54 percent annually between 1975 and 1980, increasing to 1.47 percent annually between 1980 and 1985. Similarly, the housing supply increased moderately during this time. The number of housing units increased 0.96 percent annually from 1975 to 1980 and by 0.97 percent per year between 1980 and 1985.

In contrast, the number of jobs available in West Sacramento increased at a much higher rate--19.6 percent between 1975 and 1980. Historical population, housing, and job growth rates are summarized in Table IV-1.

TABLE IV-1

HISTORICAL GROWTH RATES IN WEST SACRAMENTO

	1960 to 1970		1970 to 1975		1975 to 1980		1980 to 1985	
	Number	Annual % Change	Number	Annual % Change	Number	Annual % Change	Number	Annual % Change
Population	27,400	0.96	23,880 ²	(2.60)	24,521 ¹	0.67	26,326 ³	1.21
Housing Units	⁴	⁴	10,401 ⁵	Base	10,894 ⁵	1.23	11,420 ³	0.80
Jobs	⁴	⁴	7,560 ⁵	Base	14,950 ⁶	1.96	16,000 ⁷	1.40

¹U.S. Census Bureau, Census of Population and Housing.

²Special Census conducted by Yolo County Planning Department.

³Angus McDonald & Associates, Inc.

⁴Unavailable

⁵State Census

⁶Federal Census, Employment Development Department Labor Market Study

⁷EIR for Redevelopment Plan, Project 1, 1986.

Source: Angus McDonald & Associates.

According to the land use survey conducted by the Consultant Team in January 1988, West Sacramento has about 370 acres of uncommitted vacant land zoned for industrial uses, 61 acres of commercially-zoned land available for development, and 250 acres of vacant residentially-zoned land. There were also 2,075 acres already dedicated to specific projects planned for completion by 1995. Interviews with developers active in Yolo and Sacramento Counties and with the California Department of Finance indicate that continued development in West Sacramento may be hampered while infrastructure problems in the Southport area are solved.

FISCAL CONSIDERATIONS

General

In West Sacramento, as in most California cities, property and sales taxes have been the largest general fund revenue sources. In fiscal year 1988/89, property taxes provided about 37 percent of the City's gross General Fund revenues while sales taxes provided about 36 percent. All other revenue sources, including permit fees and other charges for current services, contributed 27 percent. The City's 1988/89 Budget follows the convention of netting most charges for current

services from their associated expenditures; hence, property and sales taxes show as a larger percent of net revenues in the published budget.

The fiscal dynamics in West Sacramento are, however, changing. As a consequence of the very large geographic coverage of the City's Redevelopment Area, property tax revenue accruing to the General Fund is increasing more slowly than other revenues. Hence, the proportion of General Fund revenues attributable to property taxes is decreasing overtime.

A large part of the city, including much of the area in which new development will occur, falls within the Redevelopment Area. The Redevelopment Area covers approximately 5,416 acres of land, or about 44 percent of the total area of the city. According to State law, property tax revenues that are generated by increases in property values in the Redevelopment Area go into the Redevelopment Fund, not into the General Fund. Such funds are available only for redevelopment purposes, not for general City purposes. The total assessed value of all real property in the city on the 1987/88 tax roll was \$833,059,837. Of this total, \$665,936,711, or about 80 percent, was generated in the Redevelopment Area. While a significant amount of development is expected outside the Redevelopment Area, the greatest part of new city development will occur within its boundary.

Because of the limited growth potential of General Fund property tax revenues, sales taxes will become increasingly important to the future fiscal health of the City. The City receives from the State Board of Equalization the proceeds from a sales tax levied against the gross sales price of most tangible goods sold within West Sacramento other than goods sold for resale. The general sales tax rate for the City, as defined by State law, is one percent of the sales price. Items exempt from sales tax include food for home consumption, prescription medicine, and newspapers and periodicals. The sales tax, thus, applies to some products that are sold by one firm to another. It also applies to construction materials sold to construction firms as well as to individuals.

In West Sacramento, a large part of retail sales tax revenue is generated by sales from one business firm to another and by taxable sales from non-retail establishments. Based on data provided by the City's Finance Department, Angus McDonald & Associates estimates that almost 40 percent of the City's sales tax revenues are generated by firms classified in West Sacramento as industrial land uses. Examples include building material wholesalers, petroleum products wholesalers, and distributors of various manufactured products. Within the retail/commercial category, which accounts for a little less than 60 percent of total sales taxes collected in West Sacramento, a significant part is attributable to sales to other businesses, particularly sales to the trucking and distribution industry. Not only is industrial activity a major contributor overall to sales tax revenues, but also it has been the fastest growing component. Angus McDonald & Associates estimates that from fiscal year 1988 through fiscal year 1989, the City's sales tax revenues grew by slightly more than \$800,000. Sales tax revenues generated by industrial activities accounted for 80 percent of the gain (over \$640,000).

A comparison of taxable sales per capita in West Sacramento with those throughout California shows the importance of industrial and business-serving retail activity in the city. Per capita taxable sales transactions by all outlets in West Sacramento in fiscal year 1987/88 was \$13,665, far higher than the comparable statewide 1987 figure of \$8,377. Thus, while West Sacramento does not currently have a strong consumer-oriented retail tax base, it does have a very strong business-oriented sales tax base.

Another phenomenon that will have a significant effect on certain City revenues in the future is the way population is estimated for purposes of calculating certain State subventions. The amount of

revenues subvented to a city in some program categories (motor vehicle in-lieu taxes, fuel taxes and cigarette taxes) is based in whole or in part on the population of the city. For cities incorporated after January 1, 1987, the population estimate used to determine these subventions is estimated as three times the number of registered voters at the time of incorporation, a figure that is typically far larger than the actual population. For subvention purposes, the State uses a West Sacramento population of 42,810 (3 times the 14,270 registered voters at the time of incorporation). The State Department of Finance estimates that West Sacramento's actual population was 27,400 as of January 1, 1987. The "three times registered voters" rule is used for a period of eight years following incorporation, and from that point forward the actual population as certified by the State Department of Finance is used. The eight year time period for West Sacramento will expire at the end of fiscal year 1994/95. The expected population of the city in fiscal year 1995/96, even under assumptions of very high rates of growth, will be less than three times registered voters at the time of incorporation. Hence, in fiscal year 1995/96 the City will experience a reduction from current levels in these State subvented revenues.

Table IV-2 shows overall revenues, expenditures, and fund balances generated by the General Fund in fiscal year 1988/89. Table IV-3 breaks down the City's budget expenditures in FY 1988/89 and Figure IV-1 shows how general fund expenditures were distributed. Table IV-4 and Figure IV-2 detail the City's revenue sources in fiscal year 1988/89.

TABLE IV-2
GENERAL FUND SUMMARY
FY 1988/89

General Fund Revenues	\$13,180,100
General Fund Expenditures	\$10,664,900
Surplus/(Deficit)	\$2,515,200

Source: Angus McDonald & Associates

TABLE IV-3
CITY OF WEST SACRAMENTO EXPENDITURES AND FUND BALANCES
Fiscal Year 1988/89

General Fund Appropriations	
General Government	\$1,812,200
Parks Maintenance	\$315,400
Facilities Maintenance	\$74,500
Community Development	\$580,900
Community Services	\$541,300
Police	\$3,799,600
Fire	\$3,056,000
Inspection Services	\$485,000
Total General Fund	\$10,664,900
Road Fund	
Transit	\$183,900
Road Maintenance	\$890,500
Total Road Fund	\$1,074,400
Total Expenditures	\$11,739,300
Surplus/(Deficit)	
General Fund	\$2,515,200
Road Fund	(\$312,900)
Total	\$2,202,300

Source: Angus McDonald & Associates.

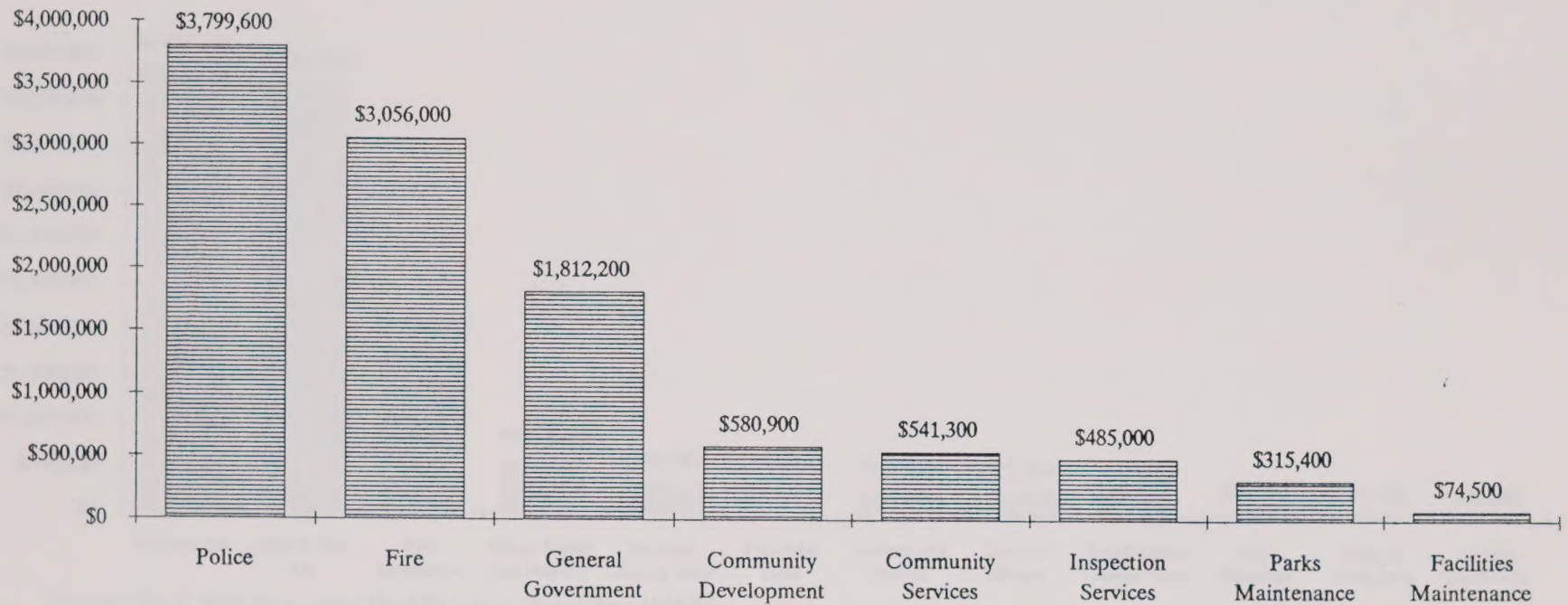
TABLE IV-4
CITY OF WEST SACRAMENTO REVENUES
Fiscal Year 1988/89

General Fund Receipts	
Property Tax	\$4,857,100
Sales & Use Tax	\$4,691,500
Transient Lodging Taxes	\$329,000
Franchise Taxes	\$307,800
Real Property Transfer Taxes	\$45,800
Licenses and Permits	
Construction Inspections and Permits	\$224,500
Business Licenses	\$35,400
Fines & Forfeitures	\$23,400
Intergovernmental - State	
Motor Vehicle In-Lieu Tax	\$1,481,200
Trailer Coach In-Lieu	\$23,700
Peace Officers Safety Training (P.O.S.T.)	\$23,500
Homeowners Property Tax Relief	\$181,800
Cigarette Tax (1)	\$96,700
Off-Highway Motor Vehicle In-Lieu	\$700
Intergovernmental - Federal	
USDA Food Grant	\$12,900
Use of Money and Property	\$555,500
Other Revenues	\$40,300
Charges for Current Services & Fees	
Police	\$3,600
Fire	\$18,500
Parks & Recreation Fees	\$57,600
Planning Fees	\$147,700
Other Fees	\$21,900
Total General Fund	\$13,180,100
Road Fund	
Transportation Taxes	\$25,000
Revenue from Use of Money and Property	\$45,400
Fuel Tax (1)	\$569,600
Construction Review Fees	\$121,500
Other Revenues	\$32,500
Total Road Fund	\$761,500
Total Both City Funds	\$13,941,600
Redevelopment Fund	
Incremental Tax	\$2,119,000
Total Redevelopment Fund	\$2,119,000

Source: Angus McDonald & Associates.

FIGURE IV-1

GENERAL FUND EXPENDITURES
Fiscal Year 1988/89



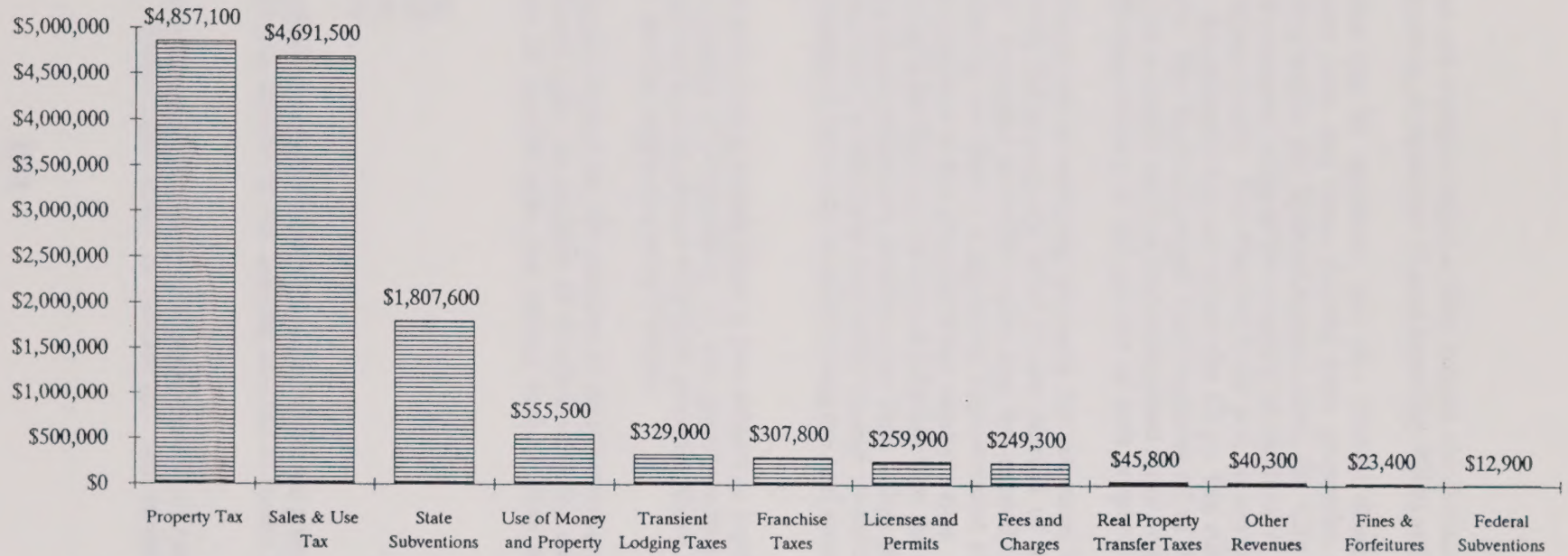
Source: City of West Sacramento Final Budget for Fiscal Year



Document Control

FIGURE IV-2

REVENUE SOURCES
Fiscal Year 1988/89



Source: City of West Sacramento Final Budget for Fiscal Year 1988/89

REVENUE SOURCES

General Fund

Property Tax. Property tax revenues are complex because they involve the interaction of various legal constraints (including Redevelopment, Proposition 13, and Assembly Bill 8) and market forces.

General Fund property tax revenues can be separated into two classes: those derived from properties within the Redevelopment Area and those derived from properties outside of the Redevelopment Area. For properties within the Redevelopment Area, the City General Fund derives property taxes based upon the assessed value of the property at the time of the creation of the Redevelopment program (the "frozen base"). The General Fund gets an amount equal to the "frozen base" assessed value times the property tax rate times the City's Tax Allocation Factor (sometimes called the "AB 8 factor"). The Redevelopment Fund captures all of the property tax revenues deriving from increases in the assessed value of Redevelopment Area properties (i.e., the Redevelopment Fund gets a Tax Allocation Factor of 100 percent of such property tax revenues).

A second factor that has to be considered in analyzing property tax revenues is the effect of Proposition 13. Proposition 13 (1978) limits property taxes to one percent of taxable assessed value of real and personal property. Increases in taxable value may not exceed two percent per year, unless a property changes ownership (or there is a significant improvement added), in which cases the value is set by the County Assessor at the property's fair market value. If the increase in market values of houses, for example, is the same as the rate of inflation then the real purchasing power of property tax revenues from these residences declines over time unless price inflation is less than or equal to two percent per year, or all these properties change ownership every year. The turnover rate of properties is, therefore, important in determining the real amount of property tax revenue that will be generated.

The distribution of property taxes among taxing jurisdictions is also subject to legislative mandate (Assembly Bill 8). Following the passage of Proposition 13, the greatly-reduced property tax revenue was redistributed to jurisdictions in accordance with their previous share of the property tax. These shares are expressed in the Tax Apportionment Factors.

Sales and Use Tax. Sales tax revenues depend on the amount of retail/commercial, office, and industrial space within an area. Based upon an analysis of detailed sales tax data within West Sacramento, the following estimates of taxable sales per square foot of floor area have been derived.

- Retail/Commercial \$160.00
- Industrial 21.00
- Office 15.00
- Hotel/Motel 19.00

Transient Lodging Taxes. The City levies an eight percent tax on hotel/motel room receipts. The 1988/89 budget estimate of \$424,000 was divided by the existing number of rooms (1,500) to yield a per room revenue (\$282.67).

Franchise Taxes. West Sacramento imposes a tax based upon gross receipts of certain businesses franchised to operate in the city. These taxes apply to natural gas and electricity and cable television.

Real Property Transfer Tax. Real property sales (and resales) within West Sacramento are taxed by Yolo County at the rate of \$1.10 per \$1000 of property value. Half of this revenue is distributed to the City. Sales of new residential, industrial and commercial properties are subject to this tax, as well as undeveloped properties that transfer ownership.

Licenses and Permits. This revenue item covers building, plumbing, mechanical and electrical permits. The largest revenue generator in this category is building permits.

Fines and Forfeitures. Fines and forfeitures are collected for violations of the vehicle code, violations of some local ordinances, criminal violations, and health/safety violations. These revenues account for a very small part of the General Fund.

Motor Vehicle In-Lieu Tax. Motor vehicle in-lieu fees (vehicle license fees) are distributed by the State to localities solely on the basis of population. The revenue is generated by vehicle registration fees (in-lieu of property tax) paid to the Department of Motor Vehicles. For newly incorporated cities, the population figure that is used is based on three times the number of registered voters at the time of incorporation, a figure substantially larger than the actual population. The favorable treatment of new cities lasts for eight years, at which time the actual city population is used. Starting in fiscal year 1995/96, West Sacramento's in-lieu revenue subvention will be based upon actual population as determined by the State Department of Finance.

Trailer Coach In-Lieu. The Trailer Coach Fee is imposed by the State instead of assessing a local property tax. The fee is imposed annually at a rate of two percent of the market value of the trailer coach. Revenues are distributed equally semi-annually to cities, counties, and school districts on the basis of the location of the trailer at the time of registration. Any mobilehome sold on or after July 1, 1980 which is installed for occupancy as a residence is subject to local property taxation rather than the Trailer Coach Fee.

Peace Officer Safety Training (P.O.S.T.). This revenue is a reimbursement grant account to reflect training of Police officers at the Police Officers Standards Training Academy. Funds are derived from a portion of court fine revenues.

Cigarette Tax. Some of the excise taxes collected by the State on tobacco products are distributed back to localities. The amount of tax so distributed amounts to three cents per pack of cigarettes. The local share is split between cities and counties based on a formula that includes both population and sales tax. Tobacco consumption per capita is declining and the amount of revenue from this source is relatively small.

Off-Highway Motor Vehicle In-Lieu. This is another minor State subvention.

USDA Food Grant. This is a federal grant which represents a very small portion of the City's revenues.

Use of Money and Property. The City earns return on fund reserves. Revenues in this category depend upon the size of the reserve and the rate of return earned.

Charges for Current Services and Fees. The City charges directly for certain services rendered to individuals and businesses that benefit only those individuals and businesses. These services include by police and fire protection, recreation, construction review, weed abatement, nuisance abatement, and planning.

Road Fund

Transportation Tax. This item is the City's share of a 1/4 percent Countywide sales tax levied for transportation and transit purposes.

Use of Money and Property. The road fund earns return on fund reserves. Revenues in this category depend upon the size of the reserve and the rate of return earned.

Fuel Tax. The State of California levies a \$0.09 per gallon excise tax on each gallon of motor vehicle fuel sold in the State. The total revenues from this source rise with fuel consumption and are not directly affected by increases in the price level. The constant dollar revenues statewide from this source will decline, unless fuel consumption increases faster than inflation or the excise tax is raised. It is likely that the Legislature will vote to increase the fuel tax in the near future.

Fuel tax revenues are distributed according to Sections 2106, 2107, and 2107.5 of the *Streets and Highways Code*. Section 2106 revenues are shared between counties and cities in California. The share of the 2106 revenues for Yolo County and the cities in the County is determined by the County's percentage of Statewide vehicle registration. The money is divided between the County and the cities on the basis of taxable assessed value. Finally, West Sacramento receives its portion of the 2106 revenues to Yolo County cities on the basis of population. Section 2107 monies are distributed Statewide to cities on the basis of population. Section 2107.5 provides for revenue of \$6,000 which would increase to \$7,500 when the population reaches 50,000.

Construction Review Fees. This revenue item includes various permit fees received by the Public Works Department such as Encroachment fees, and Public Improvement Plan Check and inspection fees.

Redevelopment Fund

While this revenue item is the property tax on incremental land value in the Redevelopment Area (see discussion of General Fund Property Tax above), there is another component to revenues accruing to the Redevelopment Fund. These are property tax revenues generated by development already in place within the boundaries of the redevelopment agency.

EXPENDITURES

General Fund

General Government. General government expenditures include City Council, City Manager, City Clerk, Personnel, Hearing Officer, and Finance. All land uses, residents, and workers in the City benefit from City services and, accordingly, share the financial burden of providing general governance and City administration of services. West Sacramento's published budget reflects the City's overhead allocation plan which allocates the cost of general government to the various line departments and City funds.

Parks Maintenance. The Parks Maintenance Division was incorporated into the newly-formed Parks and Community Services Department as part of a reorganization effective FY 89/90. This division is charged with the maintenance of all structures, grounds, and improvements in the City Park system. The system consists of 39.7 acres in 12 locations situated throughout the city.

Facilities Maintenance. The Facilities Maintenance Section of the Public Works Department

provides electrical, plumbing, and carpentry maintenance to all City-owned buildings and facilities.

Community Development. The Community Development Department performs land use planning and development regulation functions. It is responsible for the preparation, maintenance, and administration of general and specific plans, and the zoning and subdivision ordinances. Since the need for planning services is generated by all land uses, and the benefits of planning services are shared by all land uses, residents, and workers in the city share responsibility for funding these services.

Community Services. The Community Services Department provides a variety of programs and activities including youth activities, outreach programs for the handicapped and senior citizens, emergency service programs, delinquency prevention, and nuisance abatement.

Police. The Police Department is responsible for maintaining public order, deterring violations of the law, protecting life and property, and apprehending criminal offenders.

Fire. Included under the fire category are those functions of the Fire Department that relate to fire prevention and suppression, emergency medical services, rescue from accidents, hazardous materials identification and containment.

Inspection Services. Inspection services include construction permitting, plan checking, and construction inspection, as well as fire prevention and weed abatement. Inspection services generates revenues through various construction permit fees (e.g. building, plumbing, mechanical and electrical permit fees). Because the largest part of the costs incurred by inspection services relate to administering the building codes, it is assumed that revenues generated by construction permits equal expenditures incurred by inspection services.

Road Fund

Transit. This expenditure represents West Sacramento's contribution to the YoloBus System, a transit authority formed under a joint powers agreement among the West Sacramento, Davis, Woodland, and Yolo County.

Road Maintenance. Road maintenance is provided by a division of the Department of Public Works. These expenditures include maintenance of city streets, storm drains, traffic signals, street signs and street sweeping. This expenditure was estimated per lane mile of city streets. West Sacramento currently has approximately 110 lane miles of streets.

FINDINGS

- Over the next 25 years the Sacramento metropolitan area is expected to grow at an impressive rate. The region's employment focus is expected to continue to shift from its traditional government- and agriculture-based employment to service-based industries and more technology-intensive manufacturing, with growth centered on the expansion of service-based industries.
- While West Sacramento has experienced moderate average annual population and housing supply growth between 1975 and 1985, both averaging about 1.0 percent, the number of jobs available in West Sacramento increased at a much higher rate--11.2 percent annually between 1975 and 1985.
- The high jobs growth rate in West Sacramento is confirmed by a 17 percent increase in the number of developed acres of land between 1980 and 1985. Given the relatively small percentage increase in residential housing units, this must be largely attributed to commercial and industrial growth. Despite this relatively high rate of growth, West Sacramento still has a sizable amount of developable land.
- Interviews with developers active in Yolo and Sacramento Counties and with the State Department of Finance indicate that continued development in West Sacramento may be hampered until infrastructure problems in the Southport area are ameliorated. Plans for expanding Southport's water capacity have been developed, however, rendering continued development more likely.
- Forecasts point to development of jobs significantly in excess of the growth in population expected for West Sacramento. This indicates that the City's tax base should be sufficient under market conditions to provide services to its residents. The Gann limitation on appropriations may, however, prevent the City from fully utilizing available revenues.
- The largest source of City revenues are service charges, comprising 36 percent of total revenue, followed by property taxes (28 percent), other taxes (23 percent), state subventions (11 percent), and other sources (2 percent).
- General fund monies, representing 56 percent of the city's budget, are appropriated to six major categories: Fire (38 percent), Police (37 percent), Community Development (11 percent), Park Maintenance (5 percent), Recreation (5 percent) and Reserves (4 percent). Special revenue and enterprise funds are used for the specific purposes for which they are collected, namely refuse, redevelopment, roads, sewers and water. Growth in the city of West Sacramento will affect expenditures made in each of these categories.

PERSONS CONSULTED

Faseler, Robert, Sacramento Area Council of Governments.

Gibson, Harry, City of West Sacramento Community Development Department.

Keicher, Leigh, Director of Finance, City of West Sacramento.

Kotko, Denise, Revenue Coordinator, Department of Finance,
City of West Sacramento.

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CHAPTER V

TRANSPORTATION AND CIRCULATION

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TRANSPORTATION AND CIRCULATION

INTRODUCTION

A city is best defined and controlled by the network of highways, roads, streets, and transit facilities that serve its residents and goods through and in and out of the city. West Sacramento has one of the most comprehensive transportation networks on the west coast, capable of handling movement by both land and water. Its central geographic location and extensive north-south, east-west highway system make it an excellent distribution center. Major intercontinental and local flights and services to all parts of the nation. The Port of Sacramento offers domestic and international shipping service.

The major highways, waterways, and railways in the city, however, also serve as barriers to the orderly and efficient development of a local transportation system by the movement of people and goods through and through water the community. This chapter describes the various elements of an urban transportation network as they relate to West Sacramento, including streets and roads, parking, bus service, rail service, air service, and the Port of Sacramento.

STREET AND ROAD SYSTEM

Physical Constraints on the Street and Road System

Physical constraints on the city's circulation system are the terrain, the location of the city, and the existing and future waterway, railroads, and airports, and thereby restrict the community's street and circulation network.

The most important physical constraints on the city's

CHAPTER V

TRANSPORTATION
AND CIRCULATION

- The Sacramento River, which divides West Sacramento to the north and south.
- The Deep Water Ship Canal and the Yuba River Dockage, which controls the way to the west.
- The large canal, which bisects the city to its north and south.
- The Interstate 80 and U.S. Highway 99 highways, which, due to their limited access points and the limited number of interchanges and overpasses, restrict local circulation patterns, and
- The Southern Pacific and Northwestern Northern Railroad lines, which further restrict circulation because of the limited number of access points. The ability to provide additional crossings is hampered by the need to provide some crossing protection (e.g., gates) or grade separation.

Figure V-1 shows the physical features and constraints of West Sacramento's circulation system.

Functional Classification of Roadways

West Sacramento's street and highway are organized and can be described in terms of a hierarchy of roadways according to their functional classifications.

- Local roadways are limited to serve adjacent properties only. They carry very little, if any, through-traffic, and generally carry very low traffic volumes. While normally illustrated as

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INTRODUCTION

A city is both defined and constrained by the network of highways, roads, streets, and transit services that move its residents and goods through and in and out of the city. West Sacramento has one of the most comprehensive transportation networks on the west coast, capable of handling shipments by both land and water. Its central geographic location and extensive north-west, east-west highway access make it an excellent distribution center. Major transcontinental rail lines provide rail service to all parts of the nation. The Port of Sacramento offers domestic and international shipping services.

The major freeways, waterways, and railways in the city, however, also serve as barriers to the orderly and efficient development of a local transportation system for the movement of people and goods through and especially within the community. This chapter discusses the various elements of an urban transportation network as they relate to West Sacramento, including streets and roads, parking, bus service, rail service, air service, and the Port of Sacramento.

STREET AND ROAD SYSTEM

Physical Constraints on the Street and Road System

Physical constraints on the city's circulation system are the natural and man-made barriers that limit existing and future roadway connections and alignments, and thereby constrain the community's access and circulation capacity.

The most important physical constraints on the city's circulation include the following:

- The Sacramento River, which defines West Sacramento to the north and east;
- The Deep Water Ship Channel and the Yolo Bypass flood-waterway which constrain the city to the west;
- The barge canal, which bisects the city in an east/west direction;
- The Interstate 80 and U.S. 50/Business 80 freeways which, due to their limited access nature and the limited number of underpasses and overpasses, hinder local circulation patterns; and
- The Southern Pacific and Sacramento Northern Railroad lines, which hamper local circulation because of the limited number of street crossings. The ability to provide additional crossings is hampered by the need to provide either crossing protection (e.g., gates) or grade separation.

Figure V-1 shows the physical features and constraints of West Sacramento's circulation system.

Functional Classification of Roadways

West Sacramento's street and highways are organized and can be described in terms of a hierarchy of roadways according to their functional classifications:

- **Local Roadways** are intended to serve adjacent properties only. They carry very little, if any, through-traffic, and generally carry very low traffic volumes. While normally discontinuous in

alignment, many of West Sacramento's local service roadways are laid out in a grid system, making through-travel possible but not desirable. Speed limits on local roadways normally do not exceed 25 miles per hour.

- **Collector Roadways** are intended to "collect" traffic from local roads and carry it to roadways higher in the street classification hierarchy (e.g., arterials). Collector roads also serve adjacent properties. They generally carry light to moderate traffic volumes and speed limits are typically maintained in the 25 to 35 miles per hour range. Currently, few roads in West Sacramento can be definitely classified as collector roadways, since many local streets, in their grid layout, feed directly to arterial roads. Examples of collector roads in West Sacramento include "F" Street, Michigan Boulevard, Bryte Avenue, and Higgins Road.
- **Arterial Roadways** are fed by local service and collector roads, provide intra-city circulation and connection to regional roadways, and often carry heavy traffic volumes. Although their primary purpose is to move heavy volumes of traffic, arterial roadways often serve adjacent properties, especially in commercial areas. Speed limits on arterial roadways often range from 35 to 45 miles per hour. Roadways falling into this class include Jefferson Boulevard, Harbor Boulevard, Sacramento Avenue, and West Capitol Avenue.
- **Freeways** are intended to serve both intra-city and inter-city travel. They provide no service to adjacent properties, but rather are fed traffic from collector or arterial roadways through the use of access ramps and, therefore, do not have at-grade intersections. Freeways provide connections to other regional highways and are capable of carrying heavy traffic volumes. Speed limits on freeways are usually the highest allowed by law. Business 80/U.S. 50 and Interstate 80 serve this function within West Sacramento.

This hierarchy of streets and highways is only a general guide to the classification of roadways which make up the circulation system. Often a street serves a dual function, and thus it is difficult to provide a definitive classification. In addition, the width of a roadway does not always correspond directly to its function in the overall circulation system, though the wider roadways tend to have more regional functions within the circulation system.

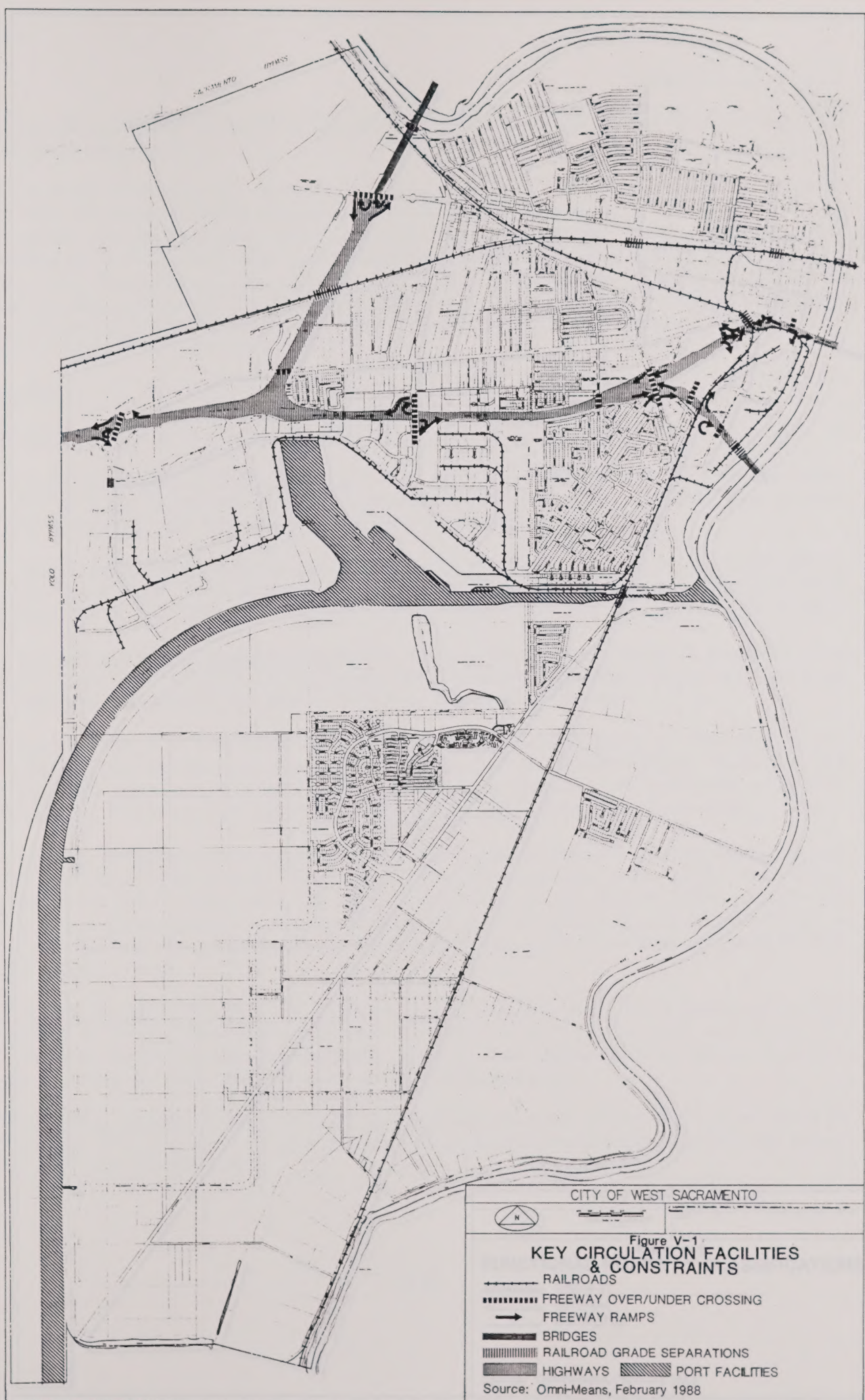
Figure V-2 shows the city's existing street and highway system according to the Consultant Team's functional classifications. The listing is based on the functional character of the streets within the overall street system, though these may differ from official designations.

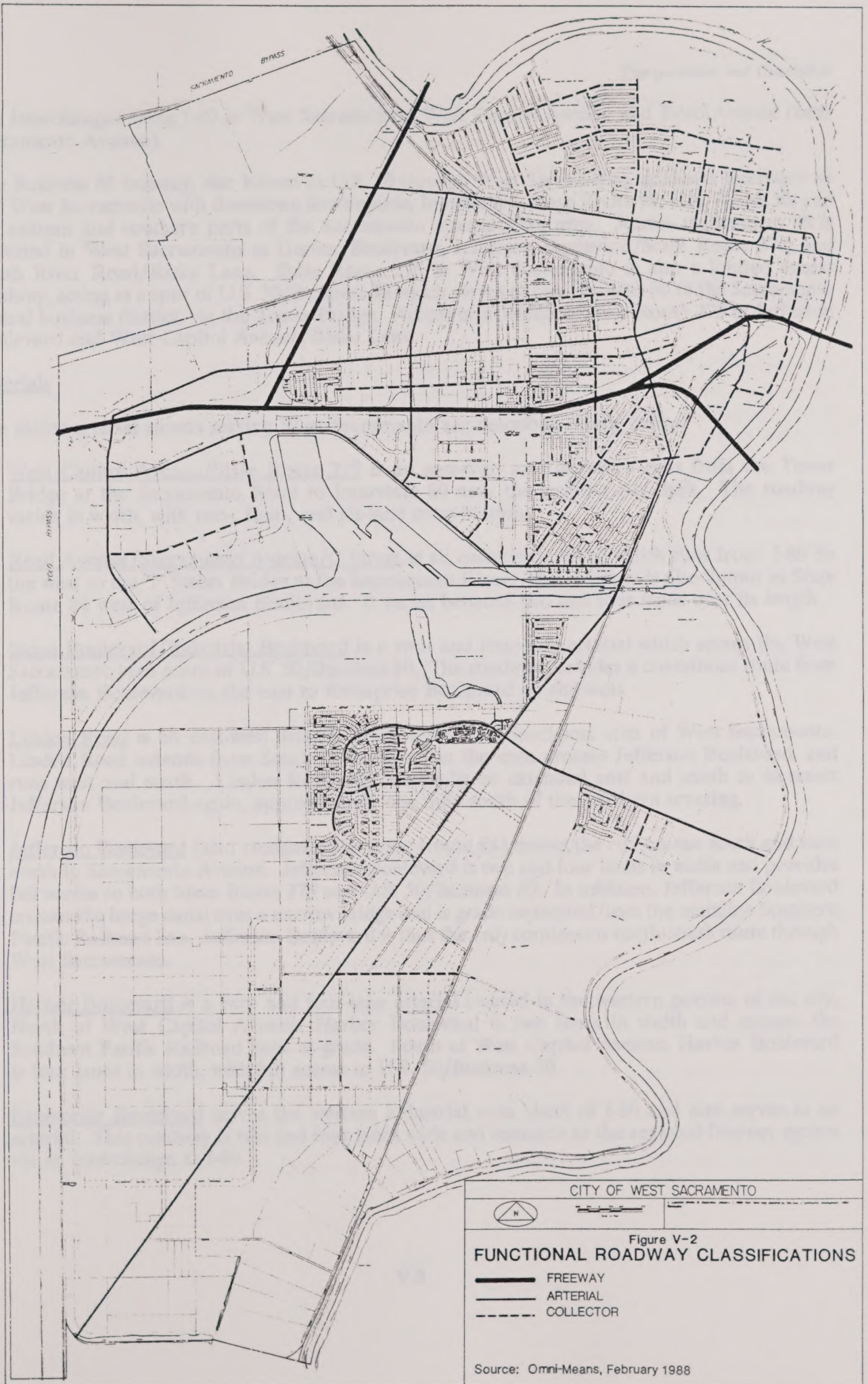
Major Roadways

Freeways

Interstate 80, Business 80, Interstate 5, State Route 99, and U.S. 50, though not all pass through West Sacramento, are the major commute routes to downtown Sacramento and are the links for intercity travel to and through Sacramento and West Sacramento. Interstate 5 and State Route 99 are major north-south routes, while Interstate 80, Business 80, and U.S. 50 are major east-west routes. Interstate 80 bypasses the central Sacramento area, while Business 80 links Interstate 80 to central Sacramento.

Two freeways pass through West Sacramento. Interstate 80 extends west across the Yolo Causeway to Davis and beyond to San Francisco. Interstate 80 also extends to the northeast over the Sacramento River to the northern metropolitan Sacramento area, Reno, and beyond. There are







two interchanges along I-80 in West Sacramento: West Capitol Avenue and Reed Avenue (near Sacramento Avenue).

The Business 80 freeway, also known as U.S. 50 through West Sacramento, connects Interstate 80 and West Sacramento with downtown Sacramento, Interstate 5, State Route 99, U.S. Route 50, and the eastern and southern parts of the Sacramento metropolitan area. Access to Business 80 is provided in West Sacramento at Harbor Boulevard, Jefferson Boulevard/State Route 275, and South River Road/Riske Lane. State Route 275 in West Sacramento is also a limited access roadway, acting as a spur of U.S. 50/Business 80 which serves to link Business 80 to the Sacramento central business district, via the Tower Bridge. Access is provided to State Route 275 at Jefferson Boulevard and West Capitol Avenue/Riske Lane.

Arterials

The major arterial streets serving West Sacramento are described briefly below.

- West Capitol Avenue/State Route 275 is an east-west arterial which runs from the Tower Bridge at the Sacramento River to Interstate 80 near the western city limit. The roadway varies in width, with two-, four-, and six-lane cross-sections.
- Reed Avenue/Sacramento Avenue/C Street is an east-west arterial which runs from I-80 on the west to the "I" Street Bridge at the Sacramento River. The roadway is also known as State Route 84 west of Jefferson Boulevard. It varies between two and four lanes over its length.
- Stone Boulevard/Industrial Boulevard is a two- and four-lane arterial which serves the West Sacramento area south of U.S. 50/Business 80. The roadway provides a continuous route from Jefferson Boulevard on the east to Enterprise Boulevard on the west.
- Linden Road is an east-west arterial which serves the Southport area of West Sacramento. Linden Road extends from South River Road on the east, crosses Jefferson Boulevard, and runs west and south. Linden Road will eventually be extended east and south to intersect Jefferson Boulevard again, approximately one mile south of the northern crossing.
- Jefferson Boulevard (also recognized as State Route 84) enters the city on the south and runs north to Sacramento Avenue. Jefferson Boulevard is two and four lanes in width and provides full access to both State Route 275 and U.S. 50/Business 80. In addition, Jefferson Boulevard crosses the barge canal over a narrow bridge and is grade separated from the mainline Southern Pacific Railroad line. Jefferson Boulevard is thus the only continuous north-south route through West Sacramento.
- Harbor Boulevard is a two- and four-lane arterial located in the western portion of the city. North of West Capitol Avenue, Harbor Boulevard is two lanes in width and crosses the Southern Pacific Railroad lines at-grade. South of West Capitol Avenue, Harbor Boulevard is four lanes in width, with full access to U.S. 50/Business 80.
- Enterprise Boulevard serves the western industrial area south of I-80 and also serves as an arterial. This roadway is two and four lanes wide and connects to the regional freeway system via an interchange at I-80.

Principal and Secondary Roadways

The principal and secondary roads in the West Sacramento are listed in Table V-1.

TABLE V-1
PRINCIPAL AND SECONDARY ROADWAYS

	Principal Roads	Secondary Roads
East-West	Sacramento Avenue West Capitol Avenue Business 80 Freeway Industrial Blvd "C" Street Reed Avenue Linden Road	Anna Street Cummins Way Evergreen Avenue Park Avenue Fifteenth Street Michigan Boulevard Merkley Avenue Higgins Road Del Monte Street "F" Street Carrie Street Riverbank Road
North-South	Harbor Boulevard Jefferson Boulevard Enterprise Boulevard	5th Street Westacre Road South River Road 3rd Street Kagle Drive Riske Lane Bryte Avenue Terminal Street

Source: Omni-Means, Traffic Consultants, February 1988

Roadway Capacity

The ability of a street or highway to carry traffic is a function of several variables, including the number of traffic lanes, the width of the traffic lanes, the speed of traffic, the degree and frequency of interruption of flow due to cross-street traffic or traffic into and out of adjacent driveways, and other factors.

The traffic-carrying capacity of city streets can be quantified in terms of the ability of the various intersections to accommodate peak-hour traffic volumes. Peak hours are the times of highest traffic flows, which generally occur during morning and evening commute hours. The intersections are the critical "valve" points in the street system where right-of-way assignment for conflicting traffic flows is accomplished by intersection controls (e.g., signals or STOP and YIELD signs).

The ultimate "capacity" of a street is the maximum level of traffic which a street of a given width (number of lanes) can carry in a specified period (per hour or per day) without resulting in extreme congestion during the peak traffic loading period of the day. These maximum flow conditions are generally considered unacceptable, however, and special criteria are therefore used to identify lower traffic volume levels which have better (more free-flowing) peak period traffic conditions. These criteria, called "Level of Service" criteria, generally reflect traffic speeds and the percentage of the roadway "capacity" used by the traffic.

For planning purposes, typical roadway capacities can be assumed for various roadway types and widths. These capacities are based on typical peaking characteristics, typical green-time allocations at signalized intersections, and time-of-day flow characteristics.

For urban roadways, the proportion of capacity used, or volume to capacity (V/C) ratio, is the primary criterion used to characterize the levels of service. Service levels are identified by the alphabetic characters A, B, C, D, E, and F, with A representing the best (most free-flowing) peak period traffic conditions, and F representing the worst conditions with traffic volumes in excess of hourly capacity levels.

Each of these levels of service has a corresponding V/C ratio. The level of traffic volumes which fill the maximum capacity of a roadway is assumed to have a V/C ratio of 1.00. A roadway operating at maximum capacity of a roadway is typically assumed to be the highest end of level of service "E", representative of heavily congested conditions. By definition, a V/C ratio cannot exceed 1.00. Because daily roadway capacities are calculated based on typical peaking characteristics, however, it is not unusual to find such an occurrence.

Level of service definitions can be used to describe traffic operating conditions on both roadway segments and intersections. Table V-2 provides a description of the various levels of service and the V/C ratio associated with each.

TABLE V-2
LEVEL-OF-SERVICE DEFINITIONS
Urban Streets

Level of Service	Intersection	Roadway
"A"	Uncongested operations, all queues clear in a single-signal cycle. $V/C = 0.00 - 0.60^*$	Free flow; vehicles unaffected by other vehicles in traffic stream.
"B"	Uncongested operations, all queues clear in a single-signal cycle. $V/C = 0.61 - 0.70^*$	Higher speed range of stable flow. Volume 50 percent of capacity or less.
"C"	Light congestion; occasional backups on critical approaches. $V/C = 0.71 - 0.80$	Stable flows with volumes not exceeding 75 percent of capacity.
"D"	Significant congestion of critical approaches, but intersection functional. Cars required to wait through more than one cycle during short peaks. No long queues formed. $V/C = 0.81 - 0.90$	Upper end of stable flow conditions. Volumes do not exceed 90 percent of capacity.
"E"	Severe congestion with some longstanding queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approach(es). $V/C = 0.91 - 1.00$	Unstable flow at roadway capacity. Operating speeds 25 to 30 mph or less.
"F"	Total breakdown; stop-and-go operation. $V/C > 1.00$	Stop-and-go with traffic operating speeds less than 30 mph.

* V/C ratio same for roadway description.

Source: Highway Capacity Manual, Transportation Research Board of the National Research Council, 1980.

Traffic conditions of level of service "C" or better conditions are generally considered to be within the range of acceptable congestion or delay for urban communities. For example, only level of service "C" or better conditions are considered acceptable by the cities of Sacramento, Woodland, Roseville, Davis, and Rocklin. By contrast, Sacramento County considers conditions up to ultimate capacity (level of service "E") acceptable.

Table V-3 quantifies the daily capacity of various types and widths of roadways for levels of service "C" through "E".

TABLE V-3
EVALUATION CRITERIA FOR LEVEL-OF-SERVICE
(Daily)

Facility Type	Level of Service "C" ADT* Traffic Volumes	Level of Service "D" ADT Traffic Volumes	Level of Service "E/F" ADT Traffic Volumes
Urban Streets	V/C = 0.71 - 0.80	V/C = 0.81 - 0.90	V/C = 0.91 - 1.00
Two Lane	10,700 - 12,000	12,000 - 13,500	13,500 - 15,000
Four Lane	21,300 - 24,000	24,000 - 27,000	27,000 - 30,000
Six Lane	32,000 - 36,000	36,000 - 40,500	40,500 - 45,000
Eight Lane	42,600 - 48,000	48,000 - 54,000	54,000 - 60,000
Freeways	V/C = 0.66 - 0.85	V/C = 0.86 - 0.95	V/C = 0.96 - 1.00
Four Lane	52,800 - 68,000	68,000 - 76,000	76,000 - 80,000
Six Lane	79,200 - 102,000	102,000 - 114,000	114,000 - 120,000
Eight Lane	105,600 - 136,000	136,000 - 152,000	152,000 - 160,000
Ten Lane	132,000 - 170,000	170,000 - 190,000	190,000 - 200,000
Twelve Lane	158,400 - 204,000	204,000 - 228,000	228,000 - 240,000

*Average Daily Traffic

Sources: Transportation Research Board, Circular 212, and the 1965 Highway Capacity Manual.

Existing Traffic Operating Conditions

To assess traffic flow and traffic operating conditions in West Sacramento, Omni-Means, the Consultant Team traffic consultants, conducted both daily traffic counts and A.M. and P.M. peak hour counts. Daily traffic counts were accomplished using machine counters placed at 30 locations throughout the city. The locations were selected after consultation with City Public Works staff. In addition to these counts, traffic count information was obtained for state routes from *1986 Traffic Volumes on California State Highways*, an annual Caltrans publication which provides average daily traffic on state highways. The average daily counts within and surrounding West Sacramento are presented in Figure V-3.

Peak hour counts were taken at 25 locations, selected in consultation with City Public Works staff. Turning movements were manually recorded for the two-hour period which typically contains the A.M. peak and also for the two-hour period which typically contains the P.M. peak.

To quantify the traffic conditions which presently exist in the city, levels of service were calculated for each of the locations where existing counts were calculated. The level of service for roadways was calculated based on the capacities provided earlier in Table V-3. Table V-4 presents the calculated level of service for the roadway segments.

Level of service for intersections are based on the turning movements for both the A.M. and P.M. peak hours and the approach lane geometrics at each intersection. The levels of service for 25 selected intersections are shown in Table V-5.

Unsignalized Level of Service at Non-All-Way Stop Intersections

At an intersection which is controlled by stop signs (or yield signs), but where one street is given the right-of-way, a level of service is calculated for all movements which must yield the right-of-way. These movements are generally the left turns from the major road and all minor street movements. Therefore, unlike a signalized intersection whereby one level of service is representative of the intersection operation as a whole, numerous levels of service are calculated for an unsignalized intersection.

For purposes of clarity, the movement with the worst level of service is the only level of service reported in Table V-5. Further analysis of the intersection operation is required to determine whether corrective traffic operation measures (i.e., signalization, re-striping, channelization, lane additions, etc.) are required. For example, the worst level of service at an unsignalized intersection may be for a movement which has very low volumes and must yield to high traffic volumes. Signalization may not be warranted due to the low volumes on the minor street and the excessive delays resulting from requiring the major street to stop at the signal.



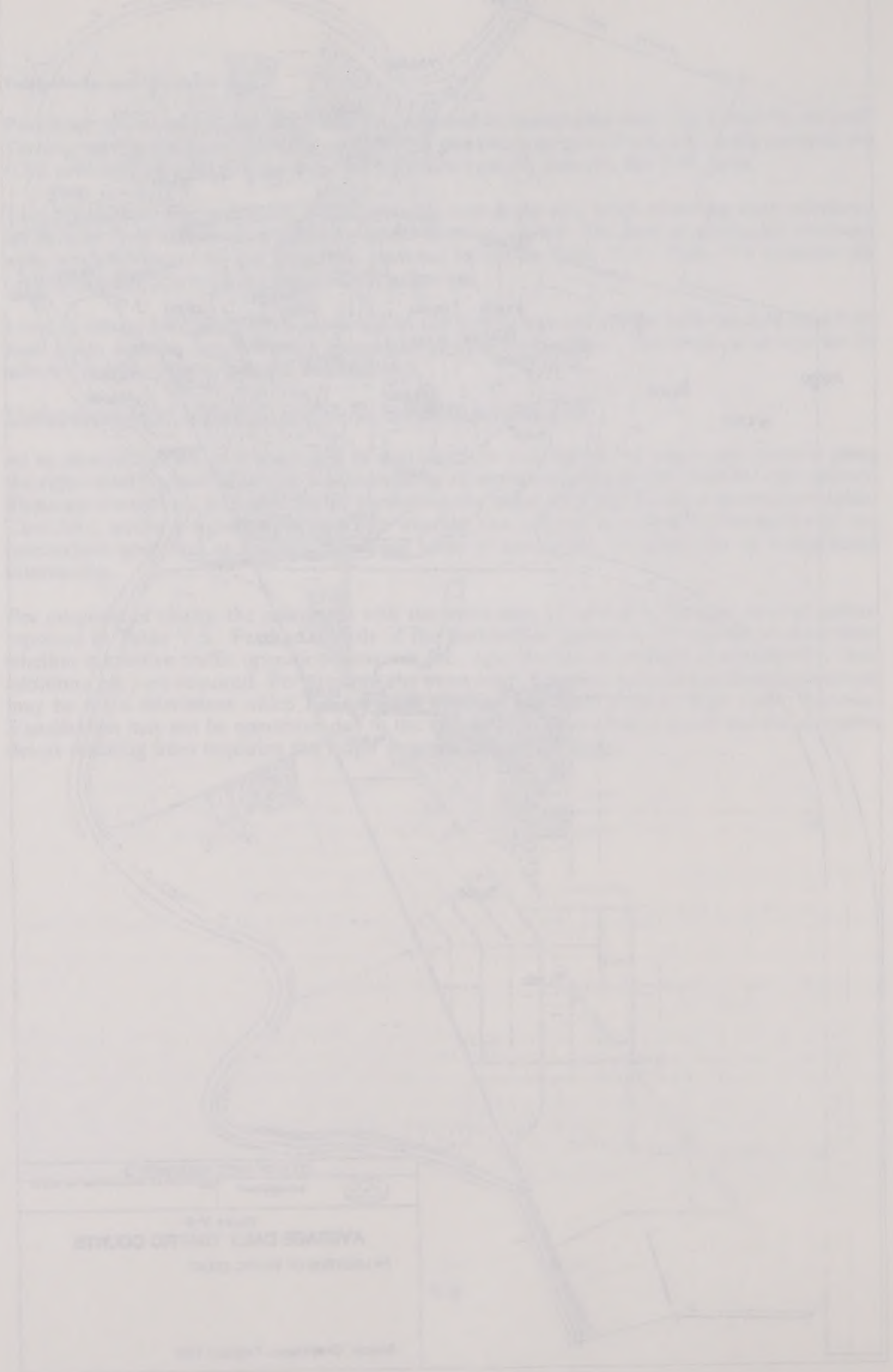


TABLE V-4

EXISTING DAILY LEVELS OF SERVICE

Roadway	Daily Traffic	Level of Service	V/C
River Road at North City Limit	3,020	A	0.20
West Capitol Ave. w/o Northport	6,230	A	0.21
West Capitol Ave. w/o Harbor	11,870	A	0.40
West Capitol Ave. e/o Harbor	16,550	A	0.55
West Capitol Ave. w/o Jefferson	18,960	A	0.42
West Capitol Ave. e/o Jefferson	11,890	A	0.26
Kegle Drive n/o Sacramento Ave.	8,630	A	0.58
Sacramento Ave. w/o Douglas	8,690	A	0.58
"C" St. e/o 3rd St.	9,380	A	0.31
Harbor Blvd. n/o Rice	9,210	B	0.61
Harbor Blvd. n/o Evergreen	18,370	B	0.61
Harbor Blvd. s/o U.S. 50	23,020	C	0.77
Enterprise Blvd. s/o Lake	9,760	B	0.65
Industrial Blvd. e/o Beacon	5,480	A	0.18
Industrial Blvd. w/o Boatman	5,010	A	0.17
Park Blvd. s/o Jefferson	11,890	A	0.40
Linden Rd. e/o Jefferson	2,300	A	0.15
Linden Rd. w/o Jefferson	5,370	A	0.18
Anna St. e/o Kegle Dr.	1,250	A	0.08
Westacre Rd. s/o West Capitol	10,720	C	0.71
Evergreen Ave. e/o Harbor	5,425	A	0.36
Merkley Ave. e/o Jefferson	4,460	A	0.15
Merkley Ave. w/o Jefferson	10,400	A	0.35
Fifteen St. w/o Jefferson	2,610	A	0.17
Stone Blvd. w/o Jefferson	3,520	A	0.23
Park Blvd. n/o Stone Blvd.	3,450	A	0.23
Bryte Ave. s/o Anna St.	2,850	A	0.19
Anna St. e/o Bryte	1,480	A	0.10
Jefferson Blvd. s/o Davis Rd.	1,350	A	0.09
Jefferson Blvd. s/o Harmon	3,000	A	0.20
Jefferson Blvd. s/o Linden Rd.	4,800	A	0.32
<i>Jefferson Blvd. s/o Arlington</i>	<i>12,300</i>	<i>D</i>	<i>0.82</i>
<i>Jefferson Blvd. s/o Devon</i>	<i>13,300</i>	<i>D</i>	<i>0.89</i>
<i>Jefferson Blvd. s/o Stone Blvd.</i>	<i>15,200</i>	<i>F</i>	<i>1.01</i>
<i>Jefferson Blvd. s/o Fifteenth</i>	<i>14,300</i>	<i>E</i>	<i>0.95</i>
Jefferson Blvd. s/o U.S. 50	16,000	A	0.53
Jefferson Blvd. s/o S.R. 275	21,200	C	0.71
Jefferson Blvd. n/o S.R. 275	13,300	A	0.44
Jefferson Blvd. s/o West Capitol	19,000	B	0.63
Jefferson Blvd. s/o "F" St.	16,500	A	0.55
Jefferson Blvd. s/o Sacramento Ave.	16,500	A	0.55
Riske Lane n/o South River Rd.	2,880	A	0.19
Sacramento Ave. w/o Kegle Dr.	10,200	A	0.34
Sacramento Ave. e/o Sunset	7,300	A	0.24
Sacramento Ave. e/o Harbor Blvd.	5,900	A	0.20
Reed Ave w/o Harbor Blvd.	5,800	A	0.19
I-80 w/o Enterprise Blvd.	80,000	B	0.67
I-80 e/o Enterprise Blvd.	83,000	B	0.69
I-80 w/o Reed	31,000	A	0.26
I-80 e/o Reed	35,000	A	0.29
U.S. 50 (Business 80) e/o I-80	73,800	A	0.41
U.S. 50 (Business 80) e/o Harbor	82,800	A	0.49
U.S. 50 (Business 80) e/o S.R. 275	83,000	A	0.52
U.S. 50 (Business 80) e/o South River	103,000	B	0.64
S.R. 275 e/o U.S. 50 (Business 80)	13,000	A	0.16
S.R. 275 e/o Riske	13,500	A	0.17
S.R. 275 e/o 5th	14,200	A	0.18
S.R. 275 at Tower Bridge	16,000	A	0.53

Source: Omni-Means, Traffic Consultants, February 1988

TABLE V-5
EXISTING PEAK HOUR LEVELS OF SERVICE

Intersection	A.M. PEAK HOUR		P.M. PEAK HOUR	
	Level of Service	V/C	Level of Service	V/C
Reed Avenue at I-80 westbound ¹	A	0.09	A	0.09
Reed Avenue at I-80 eastbound ¹	A	0.27	A	0.34
Reed Avenue/Sacramento at Harbor Blvd. ¹	A	0.27	A	0.39
Sacramento Ave. at Bryte Avenue²	C	N/A	E	N/A
Sacramento Ave. at Jefferson/Kegle ¹	A	0.54	B	0.62
Sacramento Ave. at 5th Street ¹	A	0.25	A	0.31
West Capitol Ave. at Harbor Blvd. ¹	A	0.36	A	0.55
West Capitol Ave. at Westacre Rd. ¹	A	0.45	A	0.46
West Capitol Ave. at Jefferson Blvd. ¹	A	0.41	B	0.61
West Capitol Ave. at S.R. 275 Ramps²	B	N/A	E	N/A
West Capitol Ave. at 5th Street ²	A	N/A	A	N/A
West Capitol Ave. at 3rd Street ³	A	0.16	A	0.53
Harbor Blvd. at US 50 WB ¹	A	0.52	C	0.72
Harbor Blvd. at US 50 EB ¹	B	0.69	C	0.72
Harbor Blvd. at Industrial ³	A	0.26	A	0.28
Enterprise Blvd. at Industrial²	D	N/A	A	N/A
Park Blvd at Industrial/Stone ²	A	N/A	A	N/A
Merkley Ave. at Jefferson Blvd. ¹	A	0.35	A	0.58
Jefferson Blvd. at SR 275 WB/US 50 WB²	E	N/A	E	N/A
Jefferson Blvd. at SR 275 EB On-ramp ²	C	N/A	C	N/A
Jefferson Blvd at US 50 EB Off ¹	A	0.34	A	0.38
Jefferson Blvd. at US 50/Park¹	C	0.76	E	0.95
Jefferson Blvd. at Fifteenth Ave. ¹	B	0.61	B	0.69
Jefferson Blvd. at Stone²	E	N/A	E	N/A
Jefferson Blvd. at Linden Road ¹	A	0.56	A	0.36
Jefferson Blvd at "F" Street²	E	N/A	E	N/A

¹Signalized intersection, Level of Service calculation is based on methodologies for planning applications documented in *Transportation Research Board Circular 212*.

²Unsignalized, non-all-way stop controlled intersections. Level of service has been calculated based on methodologies presented in *Transportation Research Board Circular 212*. The Level of Service provided is for the movement with the worst Level of Service. Please see the following discussion on Level of Service at intersections with these controls.

³All-way stop controlled intersections. Volume to capacity and Level of Service based on typical capacities presented in the *1985 Highway Capacity Manual (Transportation Research Board Special Report 209)*.

Source: Omni-Means, Traffic Consultants, February 1988

Existing Conditions Analysis

From the standpoint of daily traffic volumes as presented in Table V-4, only one roadway, Jefferson Boulevard, is carrying traffic volumes which are approaching capacity. The existing volumes of traffic between Arlington and State Route 275/U.S. 50 are in the Level of Service "D" and "E" range. There is one location which has a calculated Level of Service "F" and V/C ratio which exceeds 1.00.

Given the calculated Levels of Service and V/C ratios for Jefferson Boulevard, it is obvious that capacity improvements are necessary to serve existing traffic volumes.

To summarize the information provided in Table V-4, 43 locations operate at Level of Service "A", 7 locations operate at Level of Service "B", three locations at "C", two at "D" and one each at Levels of Service "E" and "F".

The existing peak hour Level of Service at signalized intersections is acceptable at all but one location. The intersection of Park Boulevard/Jefferson Boulevard/U.S. 50 ramps experiences Level of Service "E" conditions in the P.M. peak hour. The two major movements contributing to this condition are the southbound Jefferson left turn on to U.S. 50/Business 80 and the westbound U.S. 50 ramp left turn to Jefferson. Two other signalized intersections operate at Level of Service "C" conditions in the P.M. peak hour while all others operate at Level of Service "B" or better.

In the A.M. peak the worst Level of Service observed at a signalized intersection is "C" (Jefferson/Park/U.S. 50), with all others operating at Level of Service "B" or better.

As mentioned earlier, the Level of Service at unsignalized intersections has a somewhat different meaning than at a signalized intersection. Of the unsignalized intersections, there are only two (out of eight) locations where the Level of Service is "C" or better for both the A.M. and P.M. peak hours. All other locations experience Level of Service "D" or worse conditions on at least one movement in either the A.M. or P.M. peak hour. The recorded turning movements at each of these locations were examined to determine whether signalization is warranted. Three presently unsignalized locations meet peak hour warrants for signalization. These locations are all on Jefferson Boulevard and include its intersection with Stone Boulevard, U.S. 50 westbound on-ramp/State Route 275 westbound off-ramp, and "F" Street.

Traffic Accident History

According to the Statewide Integrated Traffic Records System (SWITRS), during 1987, there were 260 reported accidents in West Sacramento. These accidents are listed by type in Table V-6. Because West Sacramento is a new city, SWITRS does not provide a summary of accidents for previous years.

TABLE V-6

**TRAFFIC ACCIDENTS IN WEST SACRAMENTO
1987**

Motor Vehicle Involved With	Total	Injury	Property Damage Only
Non-Collision	12	7	5
Pedestrian	4	2	1
Other Motor Vehicle	155	45	110
Motor Vehicle on Other Roadway	1	0	1
Parked Motor Vehicle	37	3	34
Bicycle	15	11	4
Animal	2	1	1
Fixed Object	34	10	23
Total	260	79	179

Source: *Statewide Integrated Traffic Records System*, California Highway Patrol, 1987

Streets within West Sacramento which experienced the worst accident records are listed in Table V-7. It should be noted that the list is not mutually exclusive in that, for example, an accident occurring at the intersection of Jefferson Boulevard and West Capitol Avenue would show up under both of these streets.

TABLE V-7

WEST SACRAMENTO STREETS WITH WORST ACCIDENT RECORDS

Street	Number of Accidents
Jefferson Boulevard/State Route 84	39
West Capitol Avenue	40
South River Road	11
Sacramento Avenue	9
Merkley Avenue	10
"C" Street	7
Poplar	8
Harbor Boulevard	13
"F" Street	9
Evergreen Avenue	13

Source: *Statewide Integrated Traffic Records System*, California Highway Patrol, 1987

Table V-8 provides another breakdown of the 260 accidents which occurred during 1987. Table V-8 lists the primary factor which led to each accident in descending order of the overall severity of accidents.

TABLE V-8
COLLISION FACTORS BY SEVERITY
FOR WEST SACRAMENTO TRAFFIC ACCIDENTS
1987

Primary Collision Factor	Property Damage Only	Injury
Alcohol/Drugs	20	10
Unsafe Speed	28	22*
Following Too Close	6	1
Wrong Side Of Road	9	6
Improper Passing	1	0
Unsafe Lane Change	1	0
Improper Turning	28	8
Automobile Right-of-Way	49	17
Pedestrian Right-of-Way	1	0
Pedestrian Violation	0	3*
Stop Signs and Signals	8	4
Lights	1	0
Brakes	1	0
Other Equipment	1	1
Other Hazardous Violation	2	3
Other Than Driver	1	0
Unsafe Starting or Backing	12	0
Unknown	10	6
Total	179	81

*Includes one fatality

Source: *Statewide Integrated Traffic Records System*, California Highway Patrol, 1987

As Table V-8 indicates, the largest primary factor influencing accidents in the West Sacramento area is failure to yield the right-of-way, the primary cause in 25 percent of the accidents where the primary factor was known. Other prevalent primary factors include unsafe speed (19 percent), improper turning (14 percent) and drugs and/or alcohol (12 percent).

Local and Regional Transportation Improvement Plans

Regional Transportation Plan

The Sacramento Area Council of Governments (SACOG) is responsible for preparing and updating every two years a *Regional Transportation Plan (RTP)*. The *RTP* identifies the transportation needs of the Sacramento region, proposes a program of capital and operational improvements needed by 2010, and recommends a package of revenue increases to fund the proposed program. The most recent version of the *RTP* was adopted by SACOG in March 1990.

The focus of the *RTP* in terms of the roadway system is on proposed improvements to the State highway system. The only State highway improvement in West Sacramento included in the 1990 *RTP* is the widening and construction of a new two-lane bridge on Jefferson Boulevard (SR 84) over the barge canal. This improvement is included on the "short-term projects" list (i.e., within ten years). Under "local streets and roads," however, the *RTP* discusses City of West Sacramento plans to widen Harbor Boulevard to four lanes and construct a grade separation at the rail crossing, to construct a four-lane bridge across the Deep Water Ship Channel at Industrial Boulevard, and to widen Jefferson Boulevard from the Business Route 80/Route 50 interchange to Marshall Road.

According to SACOG, the 1992 *RTP* update will include local projects of regional significance. This update will consider the traffic improvements proposed in the 1990 West Sacramento *General Plan*.

System Improvements Recommended by Previous Studies

A review of numerous traffic studies prepared for the City of West Sacramento, the County of Yolo, and specific development proposals within these jurisdictions, indicates that a number of major improvements have been recommended. Most of these traffic studies were prepared for project-specific purposes and therefore contain numerous project-specific improvements. A general summary of the major circulation recommendations, excluding many of the more site-specific improvements of these studies, is provided below. It should be noted that these recommendations come from a variety of sources and therefore may not be consistent.

- Widen Jefferson Boulevard from Park Boulevard to Linden Road.
- Widen Jefferson Boulevard from State Route 275 westbound off-ramp to West Capitol Avenue.
- Widen the Jefferson Boulevard bridge over the barge canal.
- Provide a new river crossing south of U.S. 50/Business 80 to connect to I-5.
- Provide a new freeway link south from I-80/U.S. 50 interchange to the Southport area.
- Provide a new bridge crossing of the barge canal, west of the existing bridge on Jefferson Boulevard.
- Extend Enterprise Boulevard south across the barge canal to Jefferson Boulevard.
- Reconstruct Harbor Boulevard/U.S. 50 interchange.
- Widen Harbor Boulevard from Industrial Boulevard to U.S. 50.

- Widen West Capitol Avenue from 3rd Street to existing four lane section.
- Develop new connection to SR 275 via 5th or 3rd Street.
- Widen "I" Street Bridge into Sacramento.

Regional Roadway Proposals

Two proposed regional roadways which may influence future travel patterns in the West Sacramento area are currently being studied. These roadways warrant discussion here because of their potential to drastically affect travel on such regional facilities as I-80, I-5, U.S. 50, and S.R. 99.

The first of these roadways, Legislative Route 102 a is legislatively-adopted route which would generally run from the vicinity of the I-5/S.R. 99 junction in north Sacramento to I-80 northeast of the city of Auburn. This facility, as envisioned, could be as large as an eight-lane freeway. This route would bypass the Sacramento metropolitan area for through-traffic on I-80. Coupled with the S.R. 113 Bypass of Woodland, this route could potentially siphon traffic from I-80 west of Davis to I-80 east of Auburn. Implementation of Route 102 could have a significant influence on the amount of traffic on I-80 and U.S. 50 through West Sacramento.

The other roadway under study is the S.R. 65/Route 148 Beltway. This roadway, originally intended to be a circumferential freeway linking S.R. 65 in Roseville to Route 148 at S.R. 99 in South Sacramento, is intended to provide an outer beltway linking the rapidly-developing South Sacramento, U.S. 50 corridor, and South Placer areas. In 1986 the Sacramento Area Council of Governments commissioned a study of possible alignments for the roadway. The "preferred" alignment included an interchange on I-5 near the Freeport Bridge in South Sacramento (all other alignments studied included interchanges at I-5 in the Hood-Franklin Road area). Such a connection at I-5 (to I-80 in West Sacramento, for example) might increase the attractiveness of a southern entrance to West Sacramento, via S.R. 84 (Jefferson Boulevard). Construction of this route would have even greater influence on regional travel patterns, affecting traffic flows on I-80, U.S. 50, and S.R. 84 (Jefferson Boulevard) in West Sacramento.

Truck Traffic

West Sacramento has large areas within the city primarily geared to the warehousing and distribution of goods. These land uses, by their very nature, generate and attract substantial volumes of truck traffic. The operating and physical characteristics associated with large trucks dictate the need for special consideration in the overall circulation scheme of West Sacramento. Operating characteristics do not allow trucks to maneuver as well as passenger vehicles, thus influencing street and intersection geometrics and carrying capacities. The weight of large trucks is the primary factor influencing structural pavement design.

According to information collected for the *Community Concerns Summary Report* (see Appendix A), West Sacramento residents are concerned about the hazards and congestion associated with heavy truck traffic and parking.

Streets and/or areas with large volumes of truck traffic include: Industrial Boulevard in the vicinity of the Port of Sacramento; Harbor Boulevard, both north and south of U.S. 50/Business I-80; the industrial park area south of I-80 in the vicinity of Enterprise Boulevard; West Capitol Avenue; Jefferson Boulevard; and the South River Road and Riske Lane areas. As mentioned earlier, the

presence of large numbers of trucks is due primarily to the specific land uses in these areas and not to through truck traffic.

The City adopted a traffic ordinance in 1988 which established truck routes in the city. Streets which are designated as truck routes are: Jefferson Boulevard, Sacramento Avenue west of Kegle, Harbor Boulevard, West Capitol Avenue, and the industrial areas.

Accompanying land uses which are geared to the storage and distribution of goods are a large number of trucking operations based in West Sacramento. According to a survey conducted in 1988 by Omni-Means, there are approximately 110 truck terminals operating out of West Sacramento. This total does not include complementary uses such as truck and trailer repair, manufacturing, or sales and rentals.

PARKING

West Sacramento does not have any public parking lots. On-street parking is available on most streets.

Presently, construction or major alteration of any buildings or structures are subject to off-street parking standards set forth in the Yolo County Code. The following summarizes the major off-street parking provisions by category.

- One-family and two-family dwellings - one parking space for each dwelling unit with two bedrooms or less; two parking spaces for each dwelling containing three or more bedrooms.
- Multiple-family dwellings - one parking space for each dwelling unit containing one bedroom or less; one and one-half parking spaces for each dwelling unit containing two or more bedrooms.
- Retail stores, supermarkets, shopping centers, banks, and business and professional offices - one parking space for each 200 square feet of gross floor area.
- Hotels - one parking space for each two guest rooms.
- Motels, rooming houses, and boarding houses - one parking space for each guest room.
- Convalescent and nursing homes, hospitals, sanitariums, and orphanages one parking space for every four beds
- Churches, mortuaries, and funeral homes - one parking space for each four seats in the main chapel or assembly room.
- Theaters, indoor sports arenas, and auditoriums (other than those incidental to schools) - one parking space for each four seats.
- Outdoor sports arenas - one parking space for each six seats.
- Automotive sales, service, and repair - one parking space for each 400 square feet of gross floor area.

- General commercial, manufacturing, warehouses, and storage - one parking space for each 2,000 square feet of gross floor area, or one space for each two employees on duty at the same time, whichever will provide the greater number of parking spaces.

Truck parking on West Sacramento streets has been a significant problem, creating line-of-vision and other hazards. The City has adopted a traffic ordinance which includes truck parking standards and limitations. It also designates streets and sets time limits for truck parking.

BUS SERVICE

YOLOBUS is a public bus system owned under a joint powers agreement by the Cities of Woodland, Davis, and West Sacramento, and the County of Yolo. YOLOBUS provides fixed-route, wheelchair-accessible service to Woodland, West Sacramento, and downtown Sacramento. Two routes, Lines 40 and 41, loop counter-clockwise and clockwise, respectively, through Broderick, Bryte, West Sacramento, Old Sacramento, and downtown Sacramento. Line 42 is an intercity route linking West Sacramento and Broderick with Woodland, Davis, Old Sacramento, and downtown Sacramento. Three remaining routes are express commute-hour routes between Davis or Woodland and downtown Sacramento.

YOLOBUS offers connections in downtown Sacramento to the Regional Transit bus and light-rail system, which provides fixed-route service throughout the metropolitan Sacramento area within Sacramento County (plus a few lines to Roseville). Riders can transfer between the two systems with little or no extra fares. YOLOBUS also offers connections to Unitrans in Davis and Minitran in Woodland.

Paratransit, Inc., the Sacramento area's largest provider of specialized transportation services for the elderly and disabled, offers subscription and demand-responsive service within the Regional Transit District boundaries and in West Sacramento. A number of smaller operators also offer specialized transportation services in the greater Sacramento area.

No intercity carrier directly serves West Sacramento, but private operators Western Greyhound Lines/Trailways, Inc. and Amador Stage Lines provide intercity service with stations in nearby downtown Sacramento and Davis.

RAIL SERVICE

An AMTRAK passenger train station is located in nearby downtown Sacramento, and another station is located in Davis. Two AMTRAK passenger train lines stop in downtown Sacramento. The popular Coast Starlight runs once daily in each direction between Seattle and Los Angeles; the California Zephyr runs daily between San Francisco and Chicago, with much of its regional use by vacationers bound for Reno and the Lake Tahoe area. An AMTRAK bus provides connections in Stockton twice daily in each direction to the San Joaquin Valley train route, with service from Richmond to Bakersfield, and bus connections to points south of Bakersfield.

Two major railroad lines and a set of local freight switching tracks run through West Sacramento, along with the Port Belt Railroad. Connections from these two lines provide access to most western and transcontinental rail carriers.

The Southern Pacific Transportation Company's double-tracked main east-west line from Oakland to Salt Lake City passes through West Sacramento. Through West Sacramento, this line carries a high freight volume (20 to 30 million tons per year according to CalTrans, 1982 State Rail Plan).

According to Southern Pacific, the east/west mainline carries approximately 30 trains on a daily basis. This includes both freight (which is unscheduled) and the four scheduled AMTRAK passenger trains.

The Sacramento Northern Railroad line is owned and operated by Union Pacific as a spur line. It extends south to Clarksburg and northwest to Woodland. The line has interconnections with the Southern Pacific line. Union Pacific also operates two switcher locomotives on various spurs and sidings in the Port industrial areas.

Sacramento Northern and Southern Pacific trackage converges in the West Sacramento area, while both lines connect with the publicly-owned Port Belt Railroad system at points north of I-80. The Port Belt Railroad's marshalling yard, located west of Jefferson Boulevard along the north bank of the barge canal, has a 200-car capacity.

Figure V-1 shows the locations of rail lines in West Sacramento.

AIR TRANSPORTATION

Sacramento Metropolitan Airport (Metro), located approximately 12 miles north of West Sacramento, is the only regional provider of passenger and cargo air transportation services for the Sacramento area. It operates largely as an origin-destination point (rather than stop-over point) for both interstate and commuter airlines. Metro is served by two commuter and seven interstate carriers.

In 1985, Metro served approximately 1.4 million passengers, close to the airport's capacity of 1.5 million. A second major runway and a new passenger terminal are planned for construction by 1990. These improvements will increase the airport's capacity to about 3.5 million passengers.

Table V-9 presents Metro's anticipated service demand and its expected service capacity. The forecast assumes that total passenger volume will increase about five percent annually between 1985 and 1990. This means that by 2005, demand will have filled the expanded capacity.

TABLE V-9

SACRAMENTO METROPOLITAN AIRPORT PASSENGER DEMAND AND SERVICE CAPACITY

Year	Commercial Operations	Estimated Passengers	Passenger Capacity	Surplus Capacity
1985	40,273	1,443,000	1,500,000	57,000
1990	47,000	1,760,000	3,500,000	1,740,000
1995	54,000	2,240,000	3,500,000	1,260,000
2005	69,000	3,500,000	3,500,000	0

Sources: Sacramento County Division of Airports, *Master Plan Update, Draft Interim Report No. 1*, 1986; Peat Marwick, *Regional Aviation System Plan*, 1986.

Metro's cargo volumes are expected to increase at a greater rate than passenger traffic. Total tonnage is expected to increase by 130 percent between 1985 and 2005, based on considerable expected growth in freight and express traffic and a moderate increase in mail traffic. Table V-10 presents predicted cargo volumes from 1985 to 2005.

TABLE V-10
SACRAMENTO METROPOLITAN AIRPORT
CARGO TONNAGE
1985-2005

Year	Cargo Tonnage
1985	15,700
1990	21,000
1995	26,000
2005	37,500

Sources: Sacramento County Division of Airports, *Master Plan Update, Draft Interim Report No. 1*, 1986; Peat Marwick, *Regional Aviation System Plan*, 1986.

There is a possibility of Metro's designation as a hub airport by one, or perhaps even a few, airlines. A hub is an airport where an airline's flights converge to allow passenger and cargo transfer between planes. The airline then offers non-stop direct travel to other cities as final destinations. The largest benefits a hub airport can offer are better service for local passengers in the form of more flights and more non-stop direct service to a larger number of cities. In addition, a substantially larger number of enplanements caused by transfers would increase the amount of funding Metro could obtain from the Aviation Trust Fund.

Metro staff feels that the airport has potential to achieve hub designation. Metro is considered the most attractive airport for a hub in Northern California because of its potential for expansion. The three nearest competitors, San Francisco, Oakland, and San Jose Airports, have airspace growth constraints caused by urban/residential development. Even though a hub airport is feasible and very possible for Sacramento, the time-frame is very uncertain.

International air service is available to West Sacramento residents at Oakland and San Francisco airports, both about 80 miles to the west.

The nearest general aviation airports to West Sacramento are the public Sacramento Executive Airport and the private Natomas Airpark. In 1985, 626 aircraft were based at Sacramento Executive, and 72 at Natomas Airpark.

PORT OF SACRAMENTO

Background

The Port of Sacramento, located in West Sacramento, provides both domestic and international shipping services. There are five key elements of the Port of Sacramento: the Deep Water Ship Channel, the harbor, the barge canal, the navigational lock, and the recently-established foreign trade zone.

The Deep Water Ship Channel (DWSC) runs from the southwest corner of West Sacramento north to bisect the city and meet the Sacramento River midway along the city's eastern border. The 42.8-mile-long ship channel begins in Collinsville at the mouth of the Sacramento River and ends at the harbor of West Sacramento. Access to international shipping lanes is provided via San Francisco's Golden Gate, located 80 nautical miles southwest of the port.

The Army Corps of Engineers was charged with the responsibility for constructing, maintaining, and operating the Deep Water Ship Channel, the turning basin, the barge canal, the navigational lock, and the bascule bridge across the barge canal. Construction of these facilities commenced in 1949 and was completed in mid-1963. The construction period was extended due in part to a lack of federal funding for five years during the Korean War.

The channel has three sections: a part of the Sacramento River that did not require widening; Cache Slough, that required both widening and deepening; and a new channel that was constructed across what had been dry land. The Deep Water Ship Channel is 30 feet deep and 200 to 300 feet wide from Suisun Bay to Lake Washington, which was bisected to construct the turning basin. The Sacramento-Yolo Port District, when acquiring rights-of-way, left room for expansion of the channel to a width of 300 feet in all sections, and up to 40 feet in depth.

The harbor, or turning basin, at the upper end of the ship channel is the same depth as the ship channel (30 feet). It has a triangular configuration (2,000 feet by 2,400 feet by 3,100 feet) and provides drafts similar to those of the ship channel. The levees that were instrumental in converting former Lake Washington into the turning basin were constructed to provide for possible expansion of the turning basin.

Existing Port-owned terminal facilities surrounding the harbor include three wharfs, two piers, and one berth. The Port can currently accommodate five ships at berth at one time. The number of ships at port varies widely, but it averages about 2.5 ships per day.

The barge canal, which is 11 feet deep and 120 feet wide, connects the harbor and the Sacramento River. The William G. Stone Navigation Lock allows the transit of vessels between the harbor and the Sacramento River through the barge canal when the two water bodies are at different levels. The lock is 86 feet wide by 640 feet long by 13 feet deep.

The barge canal and navigational lock were constructed to permit the transit of shallow draft commercial, recreational, and construction vessels between the harbor and the Sacramento River. With the reduction of commercial traffic on the Sacramento River in recent years, however, the canal and lock have been used primarily by pleasure craft, with some construction lockages (Army Corps of Engineers' rock barges). Although the Sacramento River's shallow draft channel is an authorized Army Corps of Engineers project, the Corps no longer maintains it for lack of sufficient commercial demand.

In late 1987, the Port was certified as a foreign trade zone. A foreign trade zone is a secure area that is considered outside of United States customs territory. The zone encompasses 16 acres, including an 84,000 square foot warehouse and seven acres of vacant land. Initially, warehouses on the site will be available to store goods, with warehouse expansions and manufacturing expected to develop both in the zone and in "subzone" areas typically given to manufacturers at sites near to a foreign trade zone.

Sacramento-Yolo Port District

The Sacramento-Yolo Port District was created by popular vote in 1947 to undertake local responsibilities and interests in connection with the construction of the federally-authorized project. The Sacramento-Yolo Port District consists of all of Sacramento County and Yolo County east of the Yolo Bypass. The Port District is responsible for providing terminal facilities for the interchange of cargo between water and land transportation. Five Port District Commissioners are responsible for developing policy and approving plans for the Port. Two commissioners are appointed by the Sacramento County Board of Supervisors, two by the Sacramento City Council, and one by the Yolo County Board of Supervisors.

Cargoes

The Port of Sacramento handles various types of cargo, with a focus on specialized bulk cargo shipping, primarily wood chips, rice, and fertilizer. Bulk shipping facilities include a comprehensive conveyor and ship loading system. Convenient, transcontinental rail and truck systems and equipment support the Port facilities. A variety of high volume bulk products are received and shipped to and from all parts of the world.

The Port also handles general cargo (packaged rather than in bulk) such as bagged rice, newsprint, and almonds.

Port facilities include over two miles of conveyors, covered storage for over 250,000 tons of material, and outside storage for three times more. A 30,000 ton elevator and storage facility provides vertical storage for grains and feeds. A 22,000 ton silo is provided for bulk rice storage. Two transit sheds provide 170,000 square feet for break-bulk and palletized cargo. There are two 45-ton gantry cranes. The Port's rail marshalling yard has a 200-car capacity.

Historically, the Port's major export cargoes have been rice (bulk and bagged), wood chips, wheat, corn, logs, calcined coke, beet pulp, and alfalfa pellets. Other products exported through the port include clay, potash, fiberboard boxes, bagged earth, dry milk, machinery, poultry products, magnesite, soybean meal, barley, hay cubes, milo, house modules, and scrap metal.

Major import cargoes are fertilizer and newsprint. Other import cargoes include steel, steel pipe and casing, and construction materials.

The yearly tonnage of total cargo handled by the Port from 1983 to 1987 is given in Table V-11. The Port hit a peak of shipping activity in 1980 and has steadily declined in commodities tonnage every year since then. Trade barriers and inconsistent prices for wheat and other crops brought on the slump. In 1986, the Port moved 389,220 tons of rice, 150,232 tons of woodchips, and no wheat at all, compared to 600,000 to 700,000 tons of wheat in 1980 and 1981. In 1987, the Port handled nearly 900,000 tons in total cargo, including 312,762 tons of rice, 96,479 tons of woodchips, and 113,742 tons of wheat.

Future Projects

In 1989, the Port began an eight-year project to deepen its channel to attract more shipping business and allow ships currently docking there to be fully loaded without scraping bottom. The Deep Water Ship Channel will be deepened to a minimum of 35 feet, and the channel will also be widened where needed. By sailing with the tides, the vessels will be able to load to the 36 1/2 foot draft level. Channel deepening will vastly enlarge the Port's potential. In 1967, nearly half of the world's cargo vessels could safely navigate the channel. Presently, however, fewer than 20 percent can use the channel when fully loaded. The Corps of Engineers expects the first bids on the project in July 1988, and dredging is expected to commence by September or October 1988.

Other future plans for the Port focus on the Seaway Center concept. The Seaway Center, which concentrates on general cargo services, includes several elements: construction of a "rail ramp" that would allow the loading of semi-truck trailers and their contents onto flatbed railroad cars bound for the Bay Area; establishment of a barge "feeder service" to ship containers to Bay Area ports; an intermodal transfer center, which would offer loading and container loading and unvaning; and activation of the Port's newly-certified foreign trade zone.

Using modern container shipping procedures, the Seaway Center would capitalize on the Port's location and its growing population to serve existing and new industries. With the growth of the load-center concept of container handling for ships, the Seaway Center would serve as a major center for accumulating and processing outbound container shipments to be delivered in large volume to steamships. For inbound cargoes, the center would break down larger shipments at the Port (with the assistance of a foreign trade zone to expedite passage of custom's requirements.) The Seaway Center concept calls for the phasing in of several intermodal services over the next several years.

A two-way truck brokerage service is planned to help truckers carrying cargoes to and from the Port to find cargoes for return trips. Containers will be fed into the load center port by truck, rail, barge, and small ships.

TABLE V-11
PORT CARGOES
1983-1987

Port Cargoes	1987*	1986	1985	1984	1983	1982
Woodchips	96,479	150,232	231,124	277,982	329,598	313,170
Bulk rice	233,414	209,499	551,895	347,122	514,090	405,736
Bagged rice	79,348	179,721	83,929	178,144	147,294	109,561
Fertilizer	156,187	139,622	177,508	131,583	112,230	122,829
Logs	26,882	76,058	105,926	114,691	60,614	25,040
Wheat	113,742	0	109,584	168,025	115,389	474,246
Beet Pellets	21,914	27,308	16,003	52,406	58,575	33,103
Newsprint	28,643	28,619	19,279	12,980	20,003	10,922
Almonds	3,472	12,674	20,276	0	0	0
Safflower	29,982	26,082	30,156	29,542	15,382	0
Hay Cubes	0	0	0	0	10,820	27,015
Alfalfa Pellets	0	0	0	23,589	72,199	68,801
Coke	0	0	0	0	50,193	197,501
Misc. General	1,710	4,427	6,032	597	1,620	97
Misc. Bulk	0	12,340	10,930	25,434	25,280	51,493
Total Port Tonnage	791,773	866,582	1,362,641	1,362,095	1,533,287	1,839,514
Other Channel Tonnage	299,450	170,121	254,542	364,877	306,211	0
Nov-Dec. 1987 Estimate	125,000					
Total Channel Tonnage	1,261,223	1,036,703	1,617,183	1,726,972	1,839,498	1,839,514
Number of ships	95	103	106	116	119	120

*January through October

Source: Sacramento-Yolo Port District, January 1988

TAXI SERVICE

A number of taxi services serve the Sacramento area inclusive of West Sacramento, including Yellow Cab, Greyhound Taxi, Shamrock Taxi, and other operators.

LIGHT RAIL

Sacramento Regional Transit (RT) operates a light rail transit (LRT) system with two lines radiating from downtown Sacramento, one to the northeast, and one to the east. These lines supplement the RT bus system, carrying primarily commuters who work in downtown Sacramento.

The Sacramento Area Council of Governments (SACOG) recently completed its *Metro Study*, which indicates a potential extension of the LRT system into West Sacramento. In addition, RT is

conducting a *Systems Planning Study*. This 18-month study is being conducted in conformity with Federal standards for planning, evaluating, and implementing new mass transportation projects, with the ultimate goal of obtaining Federal funding assistance for the expansion of the existing LRT system. As part of the *Systems Planning Study*, RT is preparing reports which address several potential light rail extensions, including one into West Sacramento.

RIDESHARING

Caltrans provides a ridesharing referral service in the Sacramento area. A Park & Ride lot is currently maintained by Caltrans at the I-80/Enterprise Interchange.

BIKEWAYS

An off-street bikeway runs from downtown Sacramento, through West Sacramento, to Davis via bike lanes adjoining I-80 across the Yolo Causeway. No other major bikeways, on- or off-street, exist in West Sacramento.

FINDINGS

- West Sacramento's street system has a number of man-made and natural barriers to the orderly and efficient development of a local circulation system. These obstacles, not easily overcome, include:
 - The limited alternatives for effectively increasing the north-south and east-west traffic-carrying capacity of the street network due to features both man-made and natural.
 - The difficulty and cost of making street extensions and connections as a result of physical barriers, such as the Deep Water Ship Channel, the Sacramento River, railroads, the I-80 and U.S. 50 freeways, and existing development.
 - The limited number of continuous routes within the city, as well as the limited number of freeway access points.
- Most city streets are carrying traffic volume levels that are within their capacity ranges for both daily and peak hour conditions. Notable exceptions are:
 - The intersection of Jefferson Boulevard with the Business 80 ramps/Park Boulevard experiences Level of Service E conditions due to both the high loading of the intersections and the close spacing of the signalized intersections. Additional traffic demand in this location would aggravate this condition.
 - Jefferson Boulevard in the vicinity of the bridge crossing of the barge canal is carrying traffic volumes which are at the capacity of the roadway.
 - The unsignalized intersection of Jefferson Boulevard at Stone Boulevard experiences excessive delays during the A.M. and P.M. peak hours. Improvements to this intersection must be investigated as peak hour signal warrants are met by existing volumes.
 - The unsignalized intersection of Jefferson Boulevard at the U.S. 50 westbound on-ramp and S.R. 275 westbound off-ramp experiences excessive delays during both the A.M. and P.M. peak hours. Improvements to this intersection must be investigated as peak hour signal warrants are met by existing volumes.
 - The unsignalized intersection of Jefferson Boulevard at "F" Street/Triangle Court experiences excessive delays during the A.M. and P.M. peak hours. Improvements to this intersection must be investigated as peak hour signal warrants are met by existing volumes.
- The most significant specific improvement needs include:
 - Improvement of the traffic flow and controls in the Jefferson Boulevard corridor.
 - The need for additional north-south traffic capacity between the freeways and the parts of the city south of the Deep Water Ship Channel and barge canal.
 - The need for additional crossings, or addition of capacity to existing crossings, of the Sacramento River.

- The need for additional grade separated railroad crossings.
- Circulation improvement needs in response to anticipated future development.
- Truck traffic and parking are a significant problem in West Sacramento. The city has significant volumes of truck traffic due primarily to the industry in the city geared to the warehousing and distribution of goods. Streets and areas with large volumes of truck traffic include: Industrial Boulevard, Harbor Boulevard, the Port industrial area, West Capitol Avenue, Jefferson Boulevard, and the South River Road and Riske Lane areas. The City has adopted a traffic ordinance which establishes truck routes and sets truck parking restrictions.
- Bus service in West Sacramento is provided by YOLOBUS, which maintains three lines that serve West Sacramento. Intercity bus service is available to West Sacramento residents by Greyhound/Trailways with a station in downtown Sacramento.
- Two major railroad lines run through West Sacramento: Southern Pacific and Northern Railroad lines (owned and operated by Union Pacific). Approximately 30 trains pass through West Sacramento daily. West Sacramento residents also have access to AMTRAK passenger trains from a station in downtown Sacramento.
- The Sacramento Metropolitan Airport provides passenger and cargo air transportation services to the Sacramento region. Metro is presently operating at full capacity. A second major runway and new passenger terminal are planned for construction by 1990 which will double the airport's capacity.
- The Port of Sacramento, located in West Sacramento, provides domestic and international shipping services. Future expansion plans include deepening the Deep Water Ship Channel, activation of a foreign trade zone, and establishment of the Seaway Center, an intermodal transfer and centralized container shipping center.

PERSONS CONSULTED

Baum, Mike, YOLOBUS

Branson, Russell, Sacramento Area Council of Governments

Gossett, Larry, Director, City of West Sacramento Department of Public Works

Hough, Kenneth, Planning Manager, Sacramento Area Council of Governments

Maguire, John, City of West Sacramento Department of Public Works.

McKee, Harvey, Southern Pacific Transportation Company

Sulpizio, John, Assistant Director, Sacramento-Yolo Port District

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GLOSSARY

ADT - Average daily traffic volumes

Caltrans - California Department of Transportation

Deep Water Ship Channel - the 200-foot wide, 30-foot deep, man-made waterway extending about 45 miles from the Suisun Bay to the harbor at West Sacramento; abbreviated as DWSC.

Grade Separation - The physical separation of the grades (levels) of two roadways or a roadway and a railway; typically accomplished with an overpass bridge structure

Level of Service - An indication of the peak hour traffic conditions which are experienced on a given street with the particular traffic-carrying capacity of the street and a given amount of traffic using the street; this is typically defined by a range of volume to capacity ratios, designated by the alphabetic characters A, B, C, D, E, and F.

Right-of-Way - The width of publicly dedicated streets, including the pavement, sidewalks, and planting area; the width of publicly-owned property for public projects.

Roadway Capacity - The maximum amount of traffic which a street can carry in a given amount of time without reaching unstable (or forced flow) traffic conditions; usually expressed as "vehicles per hour."

SACOG - Sacramento Area Council of Governments, a regional planning agency which addresses transportation problems and other issues.

SPRR - Southern Pacific Railroad

Volume to Capacity Ratio - The ratio of the volume of traffic carried by street to the street's traffic-carrying capacity; used to determine the applicable level of service for a street at a given traffic volume level; abbreviated as V/C.

ADT - Average daily traffic volume

California Department of Transportation

San Francisco Bay Area - The 1950's saw rapid growth in the San Francisco Bay Area, with the population increasing from 1.5 million in 1940 to 2.5 million in 1960.

Urban Sprawl - The rapid growth of the San Francisco Bay Area led to urban sprawl, with the city's boundaries expanding into the surrounding countryside.

Freeway System - The rapid growth of the San Francisco Bay Area led to the construction of a freeway system, which was designed to handle the increasing volume of traffic.

Public Transportation - The rapid growth of the San Francisco Bay Area led to the development of public transportation, which was designed to provide a convenient and efficient means of travel.

Urban Planning - The rapid growth of the San Francisco Bay Area led to the development of urban planning, which was designed to provide a comprehensive and integrated approach to the city's growth.

Transportation Planning - The rapid growth of the San Francisco Bay Area led to the development of transportation planning, which was designed to provide a comprehensive and integrated approach to the city's transportation system.

Public Works - The rapid growth of the San Francisco Bay Area led to the development of public works, which was designed to provide a comprehensive and integrated approach to the city's infrastructure.

Urban Development - The rapid growth of the San Francisco Bay Area led to the development of urban development, which was designed to provide a comprehensive and integrated approach to the city's growth.

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PUBLIC FACILITIES AND SERVICES

INTRODUCTION

City development is dependent on a coordinated network of public facilities and services. Each type of service has a unique set of constraints and must adapt to growth and change differently. This chapter focuses primarily on water, wastewater, schools, fire protection, and law enforcement, describing the various systems and their objectives and describing their implications for the general plan.

Transportation facilities and services are discussed separately in Chapter V and parks and recreational facilities are discussed in Chapter VII.

GENERAL GOVERNMENT

West Sacramento is a general law city with a council-manager form of government. The five-member city council consists of a mayor, selected from among the city council members, and four council members, who are all elected at large for staggered four-year terms. The City Council meets on the first, second, and third Wednesdays of every month.

The City Manager is appointed by the City Council and directs the activities and functions of city government. The City Council has also created several boards, commissions, and committees with specific departmental responsibilities. The boards and committees are advisory in nature. The City Council and City Manager, represented at the City Council, are responsible for policy, rules, and regulations that are necessary for the city to provide the services and facilities that are required, and perform other duties that may be referred or directed to the Council.

The following City Council-appointed boards and commissions are currently active in West Sacramento:

Planning Commission: Seven-member body with responsibility for making recommendations to the City Council on matters regarding the General Plan and exercising responsibilities provided by city ordinance of resolution and state law with respect to land subdivisions, planning, and zoning. The Planning Commission meets the first and third Thursday of every month.

Community Services Commission: Seven-member body which acts in an advisory capacity to the City Council on matters of issues affecting the city's long-range, well-being, sustainability, and/or well-being of the citizens of West Sacramento. The Commission also identifies other matters to address specific issues. The Recreation and Leisure Services Commission, the Human Services Commission, and the Senior Services Commission. The Community Services Commission meets on the second Tuesday of each month.

Parks Commission: Seven-member body which acts in an advisory capacity to the City Council on matters pertaining to the use, administration, improvement, and development of city parks. The Parks Commission meets on the second Monday of every month.

Extended Development Authority Commission: Seven-member body which advises the City Council on general economic development strategies and issues, including marketing strategies.

CHAPTER VI

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AND SERVICES

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The following City Council-appointed boards and commissions are currently active in West Sacramento:

Planning Commission: Seven-member body with responsibility for making recommendations to the City Council on matters regarding the General Plan and exercising responsibilities prescribed by city ordinance or resolution and state law with respect to land subdivision, planning, and zoning. The Planning Commission meets the first and third Thursdays of every month.

Community Services Commission: Seven-member body which acts in an advisory capacity to the City Council on matters or issues affecting the well-being, livelihood, enhancement, and/or enrichment of the citizens of West Sacramento. The Commission also establishes three committees to address specific issues: the Recreation and Leisure Services Committee, the Human Services Committee, and the Senior Services Committee. The Community Services Commission meets on the second Tuesday of odd months.

Parks Commission: Seven-member body which acts in an advisory capacity to the City Council on matters pertaining to the use, maintenance, improvement, and development of City parks. The Parks Commission meets on the second Monday of every month.

Economic Development Advisory Commission: Seven-member body which advises the City Council on general economic development strategies and issues, including marketing strategies

and incentive programs. The Economic Development Advisory Commission meets on the fourth Thursday of every month.

Code Appeals Board: Seven-member body which hears and acts upon appeals from and determinations by the Fire Marshal and/or Building Official, regarding building construction and inspection and nuisance abatement. The Code Appeals Board holds regularly-scheduled meetings and also holds hearings as needed.

Redevelopment Agency: The City Council serves as the Redevelopment Agency, with the City Manager serving as executive director of the agency.

The City's primary administrative operations are concentrated in two areas. City Hall and administration are located at 2101 Stone Boulevard. The Public Works, Building, Community Development, and Recreation and Parks Departments operate out of 1951 South River Road. The Police and Fire Departments operate out of facilities discussed later in this chapter. The City employs approximately 240 full-time staff, including fire and police personnel. Figure VI-1 shows the City's organizational structure.

WATER SERVICE

History

The City of West Sacramento presently operates the water system in West Sacramento. The water system provides water service to most residents of the city as well as commercial and industrial users. Prior to incorporation, water service to the communities of Broderick, Bryte, Southport and West Sacramento was provided by the East Yolo Community Services District (EYCSD). The EYCSD was responsible for most services now provided by the City, including wastewater collection and treatment, refuse collection and disposal, park maintenance, community recreation, and public street lighting. The EYCSD acquired the water system from a private utility, the Washington Water and Light Company, on June 9, 1983.

The following description of the water system is based on several engineering studies of the system which were prepared for the Washington Water Company (WWC), the EYCSD, and various large land owners.

Service Area

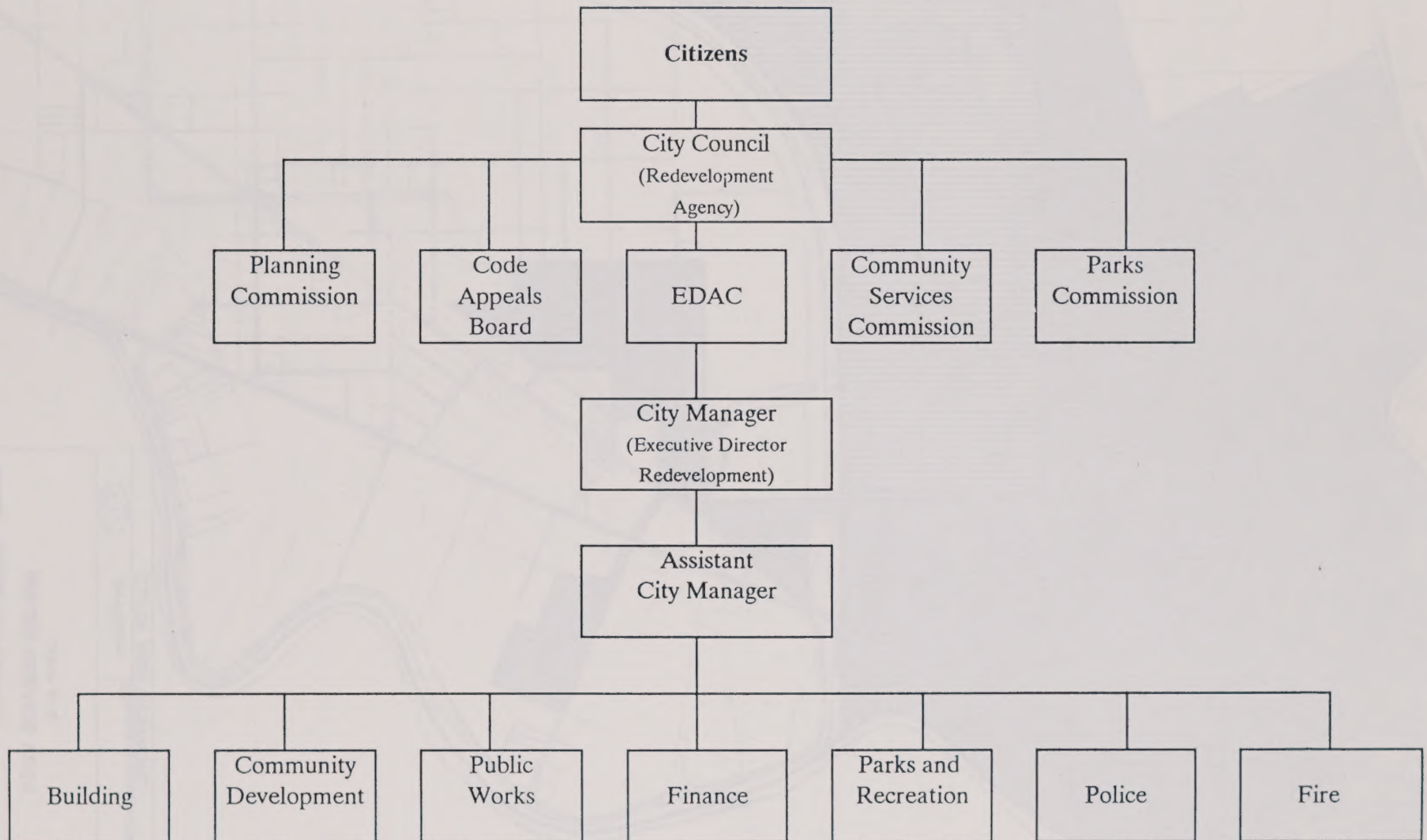
The City's water system is intended to serve all areas within the city limits. Not all areas, however, are currently served. The system will be expanded as these areas develop.

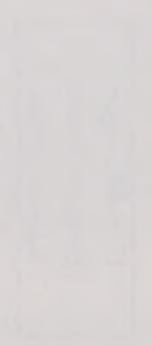
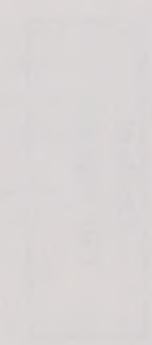
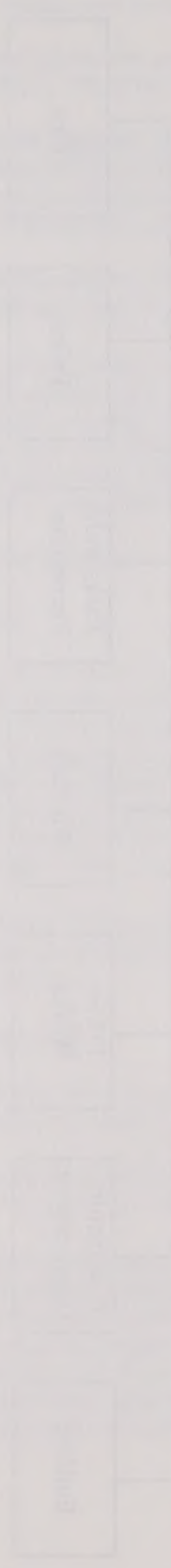
The system is divided into two pressure zones: the domestic pressure zone and the port pressure zone. Figure VI-2 shows the boundaries of these zones.

The port pressure zone, which serves the industrial areas just north of Deep Water Ship Channel, is operated at a higher-than-typical minimum pressure of 85 pounds per square inch (psi). Many fire protection systems for buildings within the port pressure zone were designed for this higher water service pressure. Normal operating pressures in the domestic pressure zone range between 50 and 60 psi. Water can be transferred between the two zones via two pressure reducing valves and the West Industrial Booster Pump Station, which is capable of pumping water into the port pressure zone at a rate of 2.5 mgd.

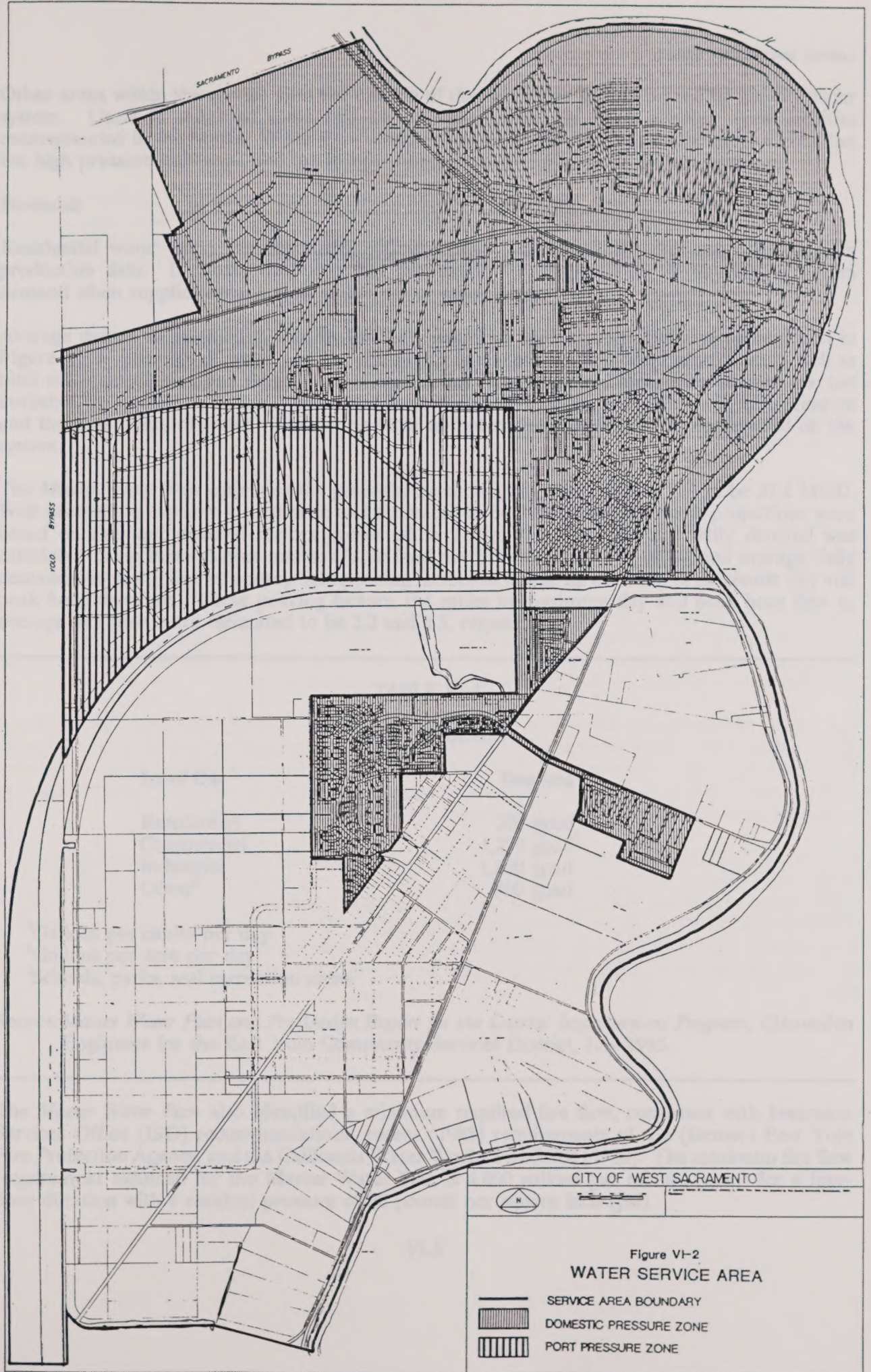
FIGURE VI-1

CITY ORGANIZATIONAL CHART





Flowchart illustrating the process of data collection, analysis, reporting, implementation, monitoring, and final review.



Other areas within the service area but outside of the two zones are not served by the city water system. Users in unserved areas rely on individual wells for water supply. New facilities recommended in the Master Water Plan would interconnect all areas within the service area, but the high pressure port zone and the low pressure domestic zone would remain separate.

Demands

Residential water users are unmetered. Consequently, estimates of water use are based on production data. It should be noted that production records generally underestimate system demand when supplies cannot meet the needs of water users.

Average daily well production records for the years from 1967 through 1987 are summarized in Figure VI-3. Records of water use for areas both north and south of the barge canal as well as total water production are shown. Since records for November and December of 1985 are not available, no average water use is presented for that year. Water use is affected by system pressure and the availability of water. Production rates do not necessarily represent the demand on the system.

The *Master Water Plan* estimates the potential maximum day demand for 1985 to be 27.4 MGD. Well production capacity at that time was estimated to be 20.0 MGD. Demand projections were based on the unit demand factors presented in Table VI-1. An average daily demand was calculated using these factors and available land use information. The calculated average daily demand was multiplied by appropriate peaking factors to obtain an estimate of maximum day and peak hour demands. These peaking factors, the ratios of maximum day and peak hour flow to average day flow, were estimated to be 2.2 and 4.3, respectively.

TABLE VI-1

UNIT DEMANDS

Land Use	Demand
Residential	200 gpcd ¹
Commercial	1,200 gpad ²
Industrial	1,800 gpad
Other ³	800 gpad

¹Gallons per capita per day

²Gallons per acre per day

³Schools, parks, and recreation areas

Source: *Master Water Plan and Pre-Design Report for the Capital Improvement Program*, Clendenen Engineers for the East Yolo Community Services District, July 1985.

The *Master Water Plan* also identified a minimum required fire flow, consistent with Insurance Services Office (ISO) recommendations, recent (1985) requirements of the (former) East Yolo Fire Protection Agency, and the California Water Works Standards (1980). The minimum fire flow requirement assumed for the Master Water Plan is 4,000 gallons per minute (gpm) for a four-hour duration with a residual pressure of 20 pounds per square inch (psi).

Facilities

Supply

Historically, the sole source of water supplied to West Sacramento has been groundwater. Until recently, 17 wells supplied average daily demands and 5 additional wells were used only in emergencies, due to their poor water quality. In 1985, total well capacity was estimated to be 20.0 MGD. This water supply capacity was inadequate to meet the potential (1985) maximum day demand of 24.7 MGD.

The City's water supply has a long history of poor quality. Brown and Caldwell Consulting Engineers reported high chloride, iron, and manganese, as well as odor problems in 1953. Subsequent reports note customer complaints regarding taste and odor problems, low pressures, sand, high turbidity, staining of plumbing and fabrics, and hardness. Considerable effort and money has been spent addressing these water quality problems through various studies and water treatment system improvements.

The City recently constructed the Bryte Bend Water Treatment Plant, which is now the main source of water supply for West Sacramento. This surface water supply is supplemented with treated groundwater from five wells. The capacity of the treatment plant is 30 mgd (million gallons per day) and the total capacity of the wells is 8 mgd. The combined system can meet a total maximum day demand of 38 mgd.

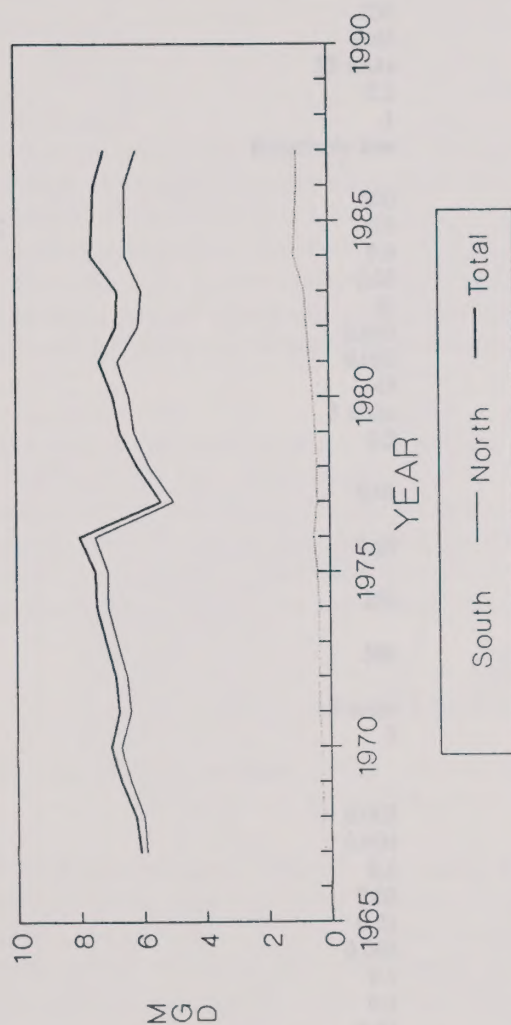
The City is entitled to a maximum of 23,600 acre-feet per year of surface water. Water is available at no cost through the authority of a permit granted by the State Water Resources Control Board during the months of October through June. River water is purchased through a contract with the U.S. Bureau of Reclamation during July, August, and September.

The quality of Sacramento River water is generally quite good. It is slightly alkaline with a mean pH of about 7.16. Suspended solids, turbidity, and color vary seasonally due to unregulated tributary flows, irrigation returns, and algae and other plankton. During months of spring snowmelt, TDS concentrations and electrical conductivity tend to be reduced by tributary flows; during the remainder of the year, concentrations increase due to irrigation return flows.

Despite the fact that hardness is added by irrigation runoff, the water is still generally soft at Sacramento. Heavy metals in the river have been found only in very low concentrations, and enforcement actions are currently being taken by the water quality regulation agencies to further reduce metals discharge to the Sacramento River system. The Sacramento River is periodically contaminated by pesticides and herbicides such as Ordram and Bolero, which are used on agricultural lands in the area. Table VI-2 summarizes pertinent quality data for the Sacramento River.

FIGURE VI-3

AVERAGE DAILY WATER PRODUCTION



Note: Complete 1985 data not available
Adapted from: Master Water Plan, 1985
Revised: 1988, by Nolte & Associates

TABLE VI-2

SACRAMENTO RIVER WATER QUALITY DATA

	Limits	Raw	Final
Alkalinity		39	43
Arsenic	0.05	0.01	0.01
Barium	1	0.5	0.5
Bicarbonate		48	52
Cadmium	0.01	0.005	0.005
Calcium		9.3	1.5
Carbonate		0	1
Chloride	250	3.4	6.3
Chromium	0.05	0.01	0.01
Color	15 units		1
Coliform MPN/100ml	2.2	2520	2.2
Copper	1	0.07	0.03
Corrosivity	Relatively low	OK	OK
Dissolvent Oxygen		9.8	
Electrical Conductivity	800	68	90
Flouride T. 14.7 to 17.6 o C	0.8	0.1	0.1
Iron	0.3	0.07	0.01
Lead	0.05	0.01	0.01
Manganese	50	3	4
Magnesium	0.005	0.01	0.001
Mercury	0.002	0.001	0.001
Nitrate (as NO ₃)	45	0.52	0.43
Odor - Threshold	3 units		1
Foaming Agents (as BAS)	0.5	0.05	0.05
pH		7.5	8.3
Selenium	0.01	0.005	0.005
Silica		19	16
Silver	0.05	0.01	0.01
Sodium		6.7	7.2
Sulphate	250	7	13
Temperature oC		16.3	15.6
Total Dissolved Solids	500	65	101
Total Hardness		41	56
Turbidity	5 units	16	0.2
Zinc	5	0.01	0.01
Organic Compounds			
Endrin	0.002	0.0018	0.0018
Lindane	0.004	0.00032	0.00032
Methoxychlor	0.1	0.0053	0.0053
Molinate (Ordram)	0.02	0.013	< .0001
Thiobencarb (Bolero)	0.01	0.003	< 0.001
Toxaphene	0.005	0.0021	0.0021
Total Trihalomethanes	0.1		.049 avg
2, 4 - D	0.1	0.00021	0.00021
2, 4, 5-TP Silvex	0.01	0.0005	0.0005
MCC Radioactivity			
Gross Alpha particle activity	pCi/1/15	0.59	0.13
Gross Beta particle activity	50	1.1	0.89
Strontium-90	50	1	1

Source: 1984 Annual Report, Sacramento River Plant, City of Sacramento

Treatment

The Bryte Bend Water Treatment Plant uses a treatment process consisting of chemical coagulation, flocculation, sedimentation, dual media filtration, and disinfection. Chlorine may be added prior to coagulation, prior to filtration, and following filtration. Both powdered activated carbon and permanganate may be added prior to flocculation for control of taste and odors or organic contaminants.

All system well water is treated. Two water treatment plants provide precipitation of contaminants using chlorine or potassium permanganate followed by filtration. The locations of these treatment plants are shown on Figure VI-4.

Transmission and Distribution

As demands increased, the supply capacity of the water system was expanded by constructing new wells near load centers. Few major transmission facilities were necessary, therefore, until recently there were few major pipelines capable of carrying water from one part of the service area to another. As a part of recent system improvements, several large diameter pipelines have been constructed. One of the improvements was construction of a 36-inch diameter pipeline under the Deep Water Ship Channel, connecting the previously isolated Southport distribution system to the northern system. Existing pipelines and those under construction that are 12 inches in diameter and larger are shown in Figure VI-4.

Transmission and distribution pipelines are constructed of various materials including ductile iron, asbestos cement, welded steel, cement lined steel, and PVC. Most of the steel pipe is in poor condition due to scaling and corrosion. A pipeline replacement project in the Bryte area, replaced approximately 12,400 lineal feet of leaking steel pipe. Further replacement of pipelines in poor condition will be accomplished through the City's ongoing maintenance program. The Water Master Plan identifies over 100,000 lineal feet of corroded and steel pipe within the city that require replacement.

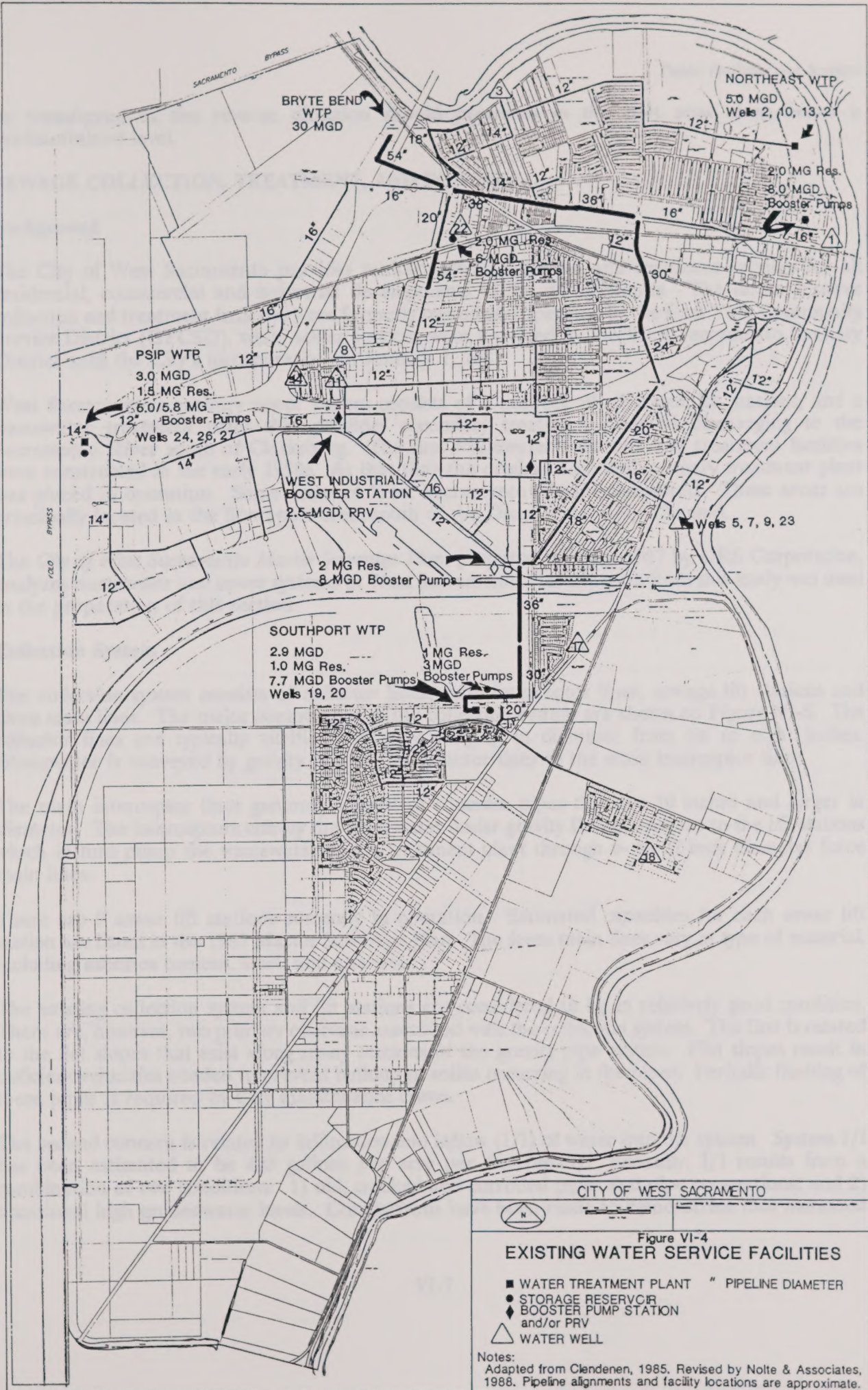
Booster Pump Stations and Storage Facilities

Figure VI-4 shows the various booster pump stations and storage facilities of the water system. These facilities are described in the following paragraphs.

Both the Southport Treatment Plant and the Port Sacramento Industrial Park (PSIP) Treatment Plant have 1.5 MG and 1.0 MG ground level storage tanks, respectively, with booster pumps. These booster pump stations have capacities of 7.7 MGD and 5.0 MGD, respectively. Auxiliary fire booster pumps at the PSIP Treatment Plant can provide an additional 5.8 MGD. The PSIP booster pumps produce system pressures up to 97 psi for the port pressure zone.

The West Industrial booster pump station near abandoned Well No. 12 is capable of pumping water from the domestic pressure zone into the port pressure zone. It has a capacity of 2.5 MGD. An 8.0 MGD booster pump station and 2.0 MG storage reservoir were recently constructed. A 2.0 MG ground level reservoir and a 6.0 MGD booster pump on Oak Street was completed in 1985.

Three pressure reducing valves (PRVs) separate the port pressure zone from the domestic pressure zone. There is a PRV at each of the West Industrial and Park Boulevard and Stone Boulevard booster pump stations, and one near Grande Vista and Deerwood Streets. These valves allow port zone water to be transferred into the lower pressure domestic zone if necessary. Water can also





THE CITY OF NEW YORK
DEPARTMENT OF PLANNING
BUREAU OF CITY PLANNING
1960

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be transferred in the reverse direction should pressures in the port zone drop below a predetermined level.

SEWAGE COLLECTION, TREATMENT, AND DISPOSAL

Background

The City of West Sacramento provides sanitary sewer collection and treatment services for all residential, commercial and industrial developments within its city limits. The sanitary sewer collection and treatment facilities were formerly owned and operated by the East Yolo Community Service District (EYCSD), while sewer services were provided by the West Sacramento Sanitary District until the City's incorporation on January 1, 1987.

West Sacramento's sanitary sewer system consists of a network of pipelines, lift stations, and a wastewater treatment plant that provides secondary treatment prior to discharging to the Sacramento River south of Clarksburg. The first wastewater collection and treatment facilities were constructed in the early 1950s. At that time the original 2.5 MGD primary treatment plant was placed in operation. Some areas of West Sacramento remain unsewered. These areas are principally located in the Southport area, south of the Deep Water Ship Channel.

The *City of West Sacramento Master Sewerage Plan*, prepared October 1987 by URS Corporation, analyzes wastewater and sewer systems in West Sacramento. Information from this study was used in the preparation of this section.

Collection System

The collection system consists of collector lines, main interceptor lines, sewage lift stations and force main lines. The major components of the collection system are shown on Figure VI-5. The collector lines are typically vitrified clay pipe ranging in diameter from six to eight inches. Wastewater is conveyed by gravity flow in the collector lines to the main interceptor lines.

The main interceptor lines generally consist of concrete pipes that are 10 inches and larger in diameter. The interceptors convey the wastewater under gravity flow conditions to the lift stations which in turn pump the wastewater to the treatment plant through 6- to 27-inch diameter force main lines.

There are 9 sewer lift stations currently in operation. Estimated capacities for each sewer lift station are listed in the 1987 Master Sewerage Plan. The force main lines vary in type of material, including asbestos cement, steel, and cast iron.

The existing collection system and lift stations are considered to be in relatively good condition. There are, however, two primary concerns associated with the collection system. The first is related to the flat slopes that exist along many sections of the gravity pipe system. Flat slopes result in deficient velocities needed to prevent buildup of solids occurring in the pipes. Periodic flushing of these pipes is required by City maintenance crews.

The second concern is related to infiltration and inflow (I/I) of water into the system. System I/I has been estimated to be 425 gallons per acre per day (gpac). Basically, I/I results from a combination of two conditions: 1) old, cracked and corroded pipes and pipe connections; and 2) occasional high groundwater levels. Comparisons have been made to demonstrate that increased

flows at the wastewater treatment plant are associated with high river stages and high groundwater levels.

Reportedly, pipes in the collector systems flow full at numerous locations during periods of high groundwater levels. Hydraulic capacities of pipelines were not analyzed in the *1987 Master Sewerage Plan*. It was suggested in the *1987 Master Sewerage Plan* that a study be initiated to analyze the collection system with respect to invert elevations, condition of pipes and manholes, and to obtain better records for pump station flow rates.

The wastewater treatment plant was constructed in 1951 and was recently enlarged to its current 7.5 MGD capacity. The plant site is sufficiently large to accommodate expansions to an ultimate capacity of 15 MGD. A flow summary for the West Sacramento Wastewater Treatment Plant is provided in Table VI-3.

TABLE VI-3

WASTEWATER FLOWS AT THE TREATMENT PLANT

Average Dry Weather Flow (MGD)	3.45
Peak Monthly Flow (MGD)	5.40
Infiltration and Inflow (Average gpad)	4.24

Source: *City of West Sacramento Master Sewerage Plan*, 1987.

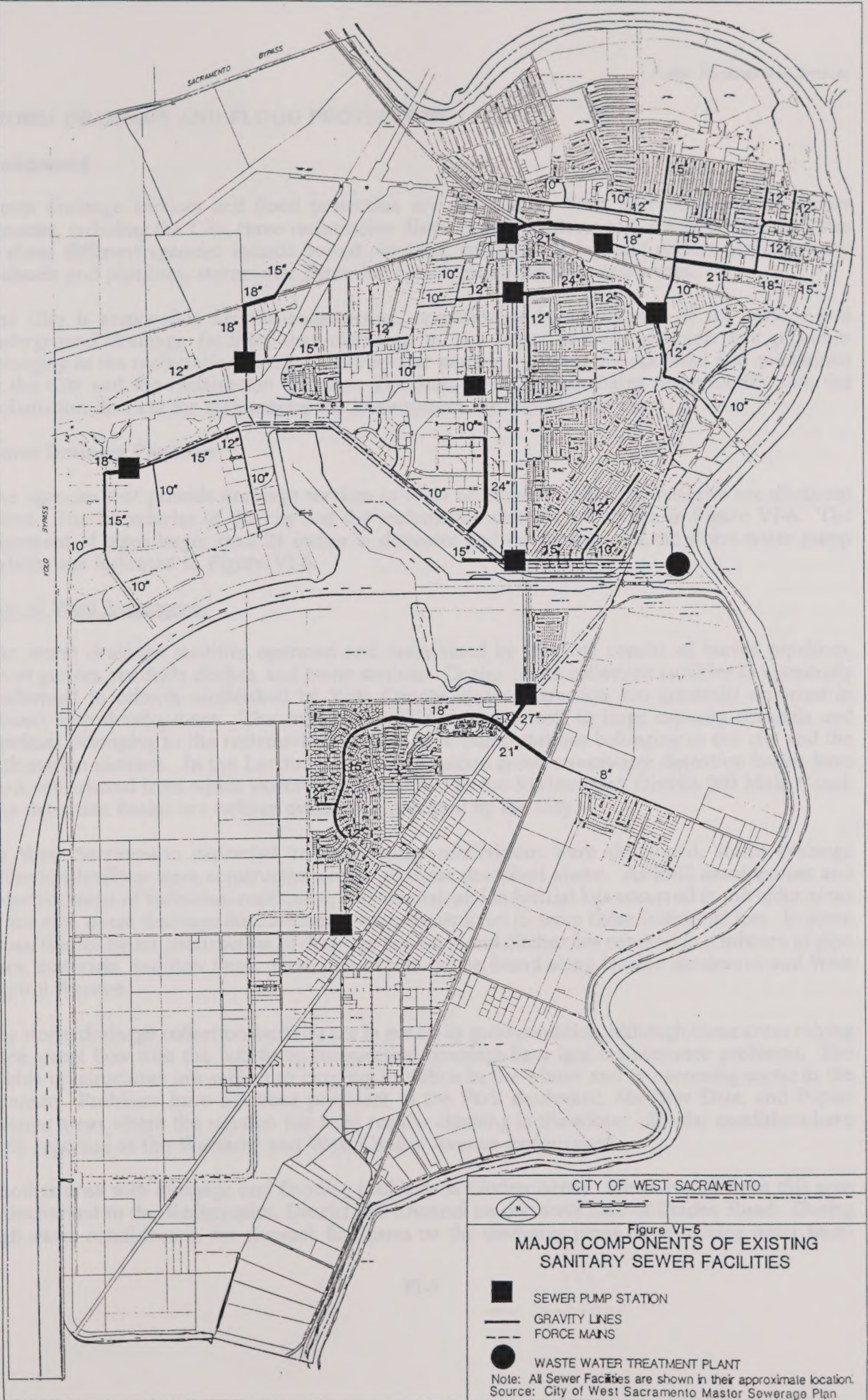
The wastewater treatment plant located on South River Road provides secondary treatment. The treated effluent is transported south via a 30-inch steel pipe where it is discharged into the Sacramento River at a point downstream of Clarksburg. Table VI-4 presents the existing unit processes at the treatment plant. After dewatering, sludge is disposed of at the Yolo County landfill.

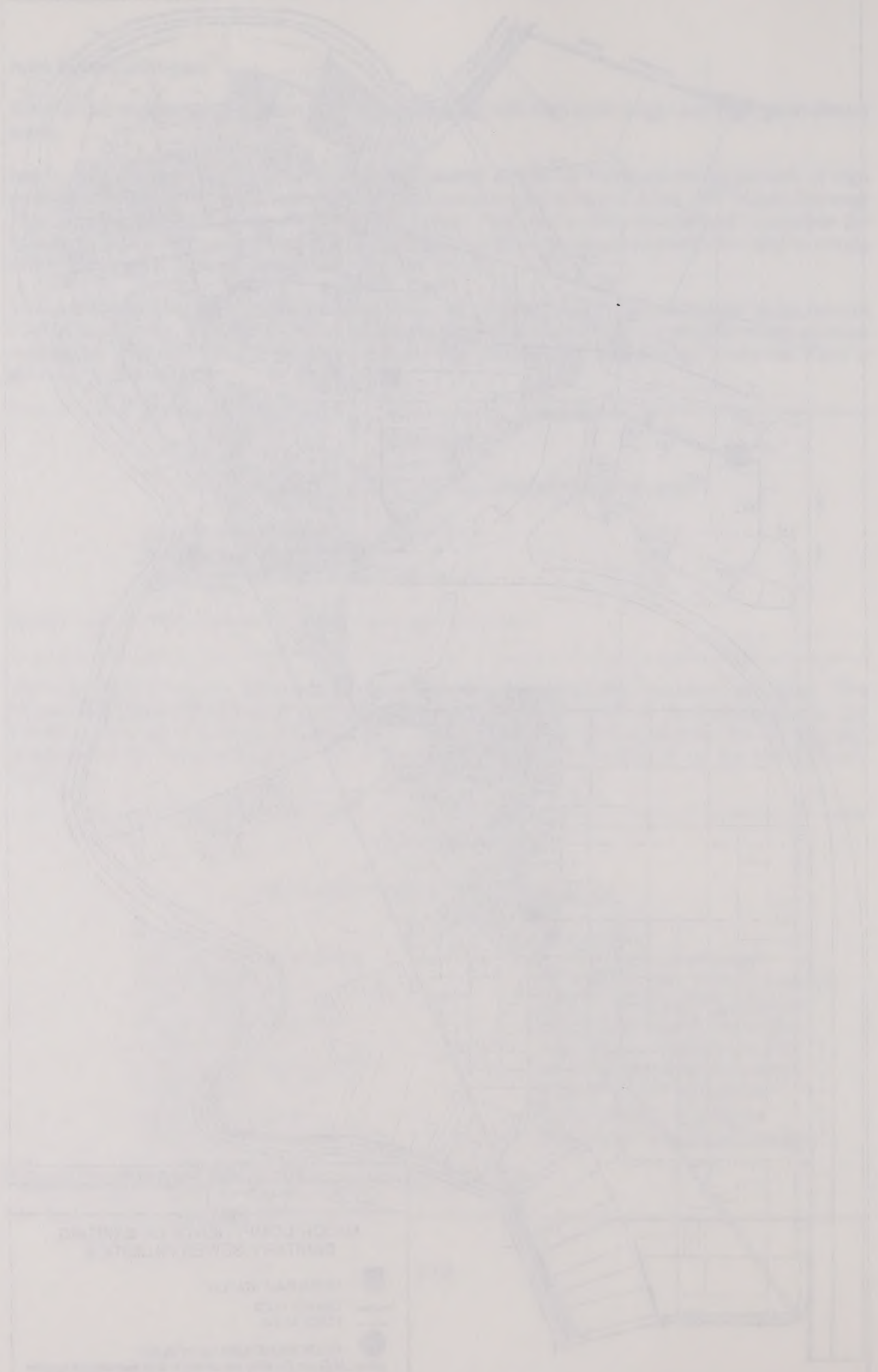
TABLE VI-4

UNIT PROCESSES AND CAPACITIES

Process	Description
Influent Flow Monitoring	Magnetic-type flow meter
Grit Removal	Removal of non-organic materials
Communion	Screen and grind coarse solids
Primary Sedimentation	Removal of suspended solids
Aeration Basins	Stabilization of organic matter
Secondary Sedimentation	Removal of suspended solids
Chlorination	Disinfection of wastewater
Anaerobic Digester	Decomposition of sludges
Sludge Dewatering	Removal of water from sludges

Source: *City of West Sacramento Master Sewerage Plan*, 1987.





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STORM DRAINAGE AND FLOOD PROTECTION

Background

Storm drainage services and flood protection are provided to West Sacramento by numerous agencies, including the City, three reclamation districts, and the State of California. The facilities of these different agencies include buried pipelines, roadside ditches and gutters, large capacity channels and pipelines, stormwater detention basins, pump stations, and levees.

The City is responsible for the construction, operation and maintenance of the surface and underground drainage facilities that discharge to the larger capacity channels and pipelines belonging to the reclamation districts. Stormwater pumping stations are operated and maintained by the City and the reclamation districts. The State of California shares responsibility with the reclamation districts for maintaining the levee system surrounding the city.

Storm Drainage Facilities

The agencies that provide drainage services to West Sacramento and their facilities are discussed below. The boundaries of the city and the reclamation districts are shown in Figure VI-6. The alignment of pipes larger than 24 inches in diameter and the locations of the storm water pump stations are indicated in Figure VI-6.

City of West Sacramento

The storm drainage facilities operated and maintained by the City consist of buried pipelines, street gutters, roadside ditches, and pump stations. Design of the collection facilities has generally conformed to criteria established by Yolo County, and construction has generally occurred in concert with development. The collection facilities carry runoff to large capacity channels and pipelines belonging to the reclamation districts or to pump stations belonging to the city and the reclamation districts. In the Larchmont and Touchstone areas, stormwater detention basins have been constructed from which stormwater is pumped to the Reclamation District 900 Main Canal. The detention basins are neither owned nor operated by the City.

As West Sacramento expanded and residential subdivisions were developed, storm drainage collection facilities were constructed similar to those described above. As infill development and redevelopment of individual residential, commercial, and industrial lots occurred in the older areas of the city, storm drainage improvements were constructed to serve these individual lots. In some areas, this lot-by-lot construction of drainage pipelines and ditches has resulted in a mixture of pipe sizes, materials, and flow lines. Examples of this can be found along Harbor Boulevard and West Capitol Avenue.

The storm drainage collection facilities are in generally good condition, although those areas relying upon street flow with the bubble up intersection crossings have had maintenance problems. The bubble up structures are subject to clogging by debris in the winter and to becoming septic in the summer. Problems have not been prevalent in the Park Boulevard, Meadow Dale, and Poplar Avenue areas where the solution has been regular cleaning in the winter. Similar conditions have been reported at the Westacre and West Capitol Avenue underpasses.

Another area with drainage and flooding problems is Linden Acres. Storm runoff from this area is discharged to the Reclamation District 900 Channel on the north side of Linden Road. During high water conditions in the channel, flap gates on the discharge pipes close causing water back-

up into the streets. According to City staff, flooding has been limited to the street and adjacent yards areas.

Most storm runoff in West Sacramento is conveyed by gravity flow to the larger earthen channels or pipelines. The City does, however, operate four pumping stations at the locations shown on Figure VI-6.

One pump station, located near the Tower Bridge, receives runoff from a small area of Broderick. This station discharges to the Sacramento River. Another pump station near River City High School discharges to the Reclamation District No. 900 Main Drainage Canal. This station serves the area west of Park Boulevard. The City operates two other pump stations, one near the underpass at the eastern end of West Capitol Avenue and another at Fifth and "E" Streets.

The City does not collect drainage fees and does not have a capital improvements plan for drainage facilities. Storm drainage facilities needed to serve new developments are instead constructed by the developer and turned over to the City. Maintenance of all the facilities described in this section is the responsibility of the City.

Reclamation District No. 811

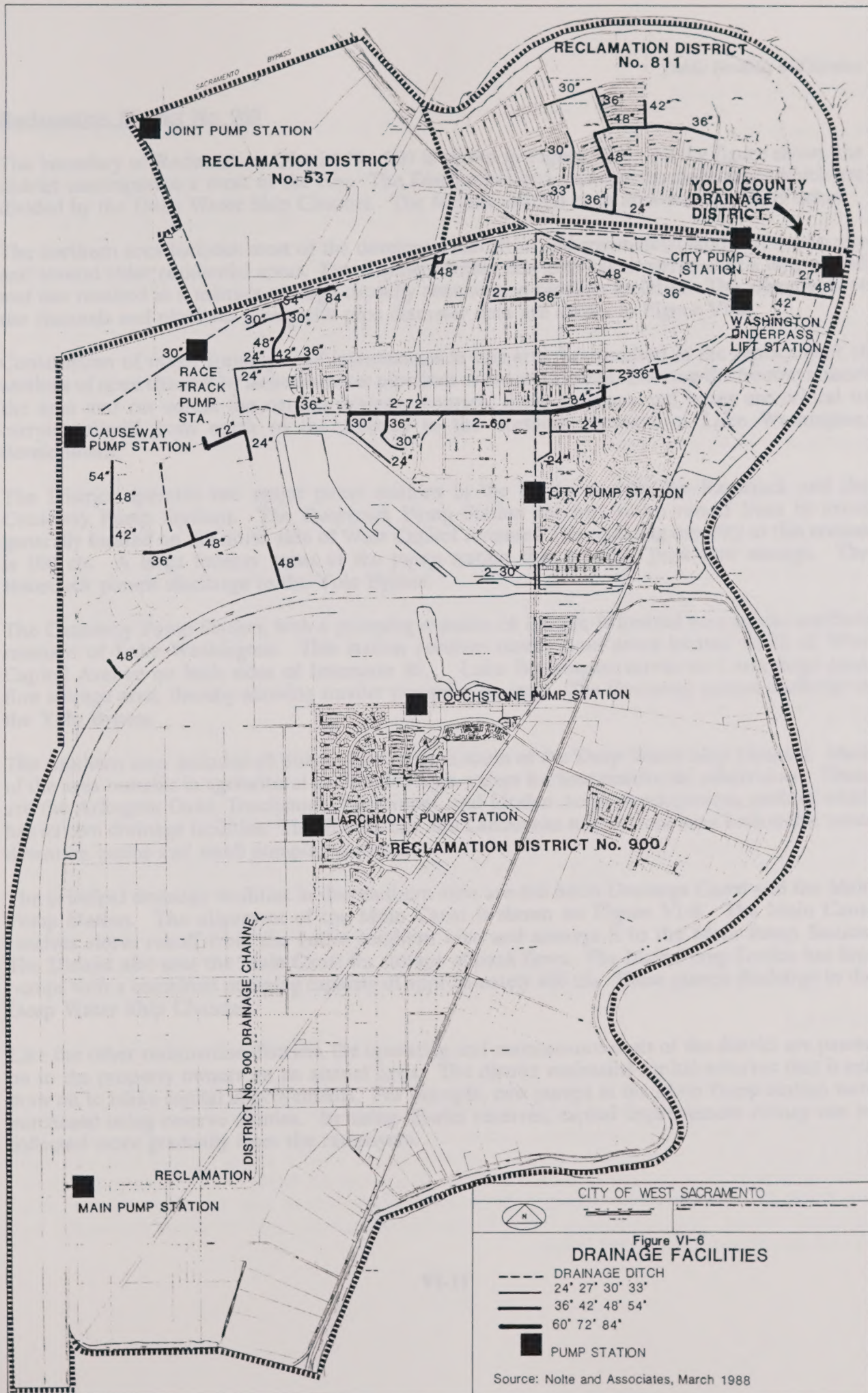
The northeast corner of the city lies within the boundary of Reclamation District No. 811 as indicated in Figure VI-6. The district serves the areas of Bryte and Broderick. The facilities of the district include a large capacity drainage channel aligned along its southern boundary and a single pump located at a joint pumping plant north and west of the district. The channel carries storm runoff westerly to Harbor Boulevard where a 72-inch pipeline has been placed under the street. At this location, the runoff discharges to a large capacity channel belonging to Reclamation District No. 537. A joint pumping plant housing pumps belonging to Reclamation District Nos. 811 and 537 is sited on land belonging to Reclamation District No. 537. The district's one pump has a rated capacity of 65 cubic feet per second (cfs) and discharges to the Sacramento Bypass.

Maintenance and operating costs for these facilities are charged to the property owners within the district on an annual basis.

Reclamation District No. 537

The northwest corner of the city lies within the boundary of Reclamation District No. 537 as shown in Figure VI-6. The district boundary extends north of the Sacramento Bypass to include areas outside of the city limits. The facilities of the district include a large earthen channel along the southern and western boundary of the district and a large pumping facility located at the northwest corner of the city. The channel serves both as a conveyance and a storage facility. The pumping facility includes a total of five pumps with capacities of 65 cfs, 75 cfs, 90 cfs, 90 cfs, and 90 cfs. As mentioned above, the 65 cfs pump belongs to Reclamation District No. 811. The 75 cfs pump was installed by the California Highway Patrol Academy. The three 90 cfs pumps were installed as part of the new Rose Orchard development that is located within Reclamation District No. 537 south of Reed Avenue.

RD 537 and RD 811 maintain this pump station jointly, and maintenance and operating costs are charged to the property owners within the district on an annual basis. Historically, the costs have been low.





Reclamation District No. 900

The boundary of Reclamation District No. 900 is shown in Figure VI-6. As the figure shows, the district encompasses a most of the city. The District has two separate drainage areas which are divided by the Deep Water Ship Channel. The facilities within each area are described below.

The northern area includes most of the developed industrial and commercial lands within the city and several older residential areas. Development within this area has occurred over a long period and has resulted in a mixture of large capacity channel and pipeline facilities. The alignments of the channels and pipelines along with pipe diameter data are shown in Figure VI-6.

Construction of major freeways and interchanges in this area has resulted in the replacement of sections of open channel by large diameter pipelines or concrete boxes. Because the freeways bisect the area and cut across the natural drainage courses, these pipelines and boxes are critical to carrying runoff from north of the freeway to the northern remnant of Lake Washington. development.

The District operates two major pump stations in the northern area: the Racetrack and the Causeway Pump Stations. The Racetrack Pump Station receives storm runoff from by areas generally located on the north side of West Capitol Avenue. The pumping capacity at this station is 100 cfs. A large forebay exists at the pump station that provides peak flow storage. The Racetrack pumps discharge to the Yolo Bypass.

The Causeway Pump Station, with a pumping capacity of 100 cfs, is located west of the northern remnant of Lake Washington. This station receives runoff from areas located south of West Capitol Avenue on both sides of Interstate 80. Lake Washington serves as a very large peak flow storage area, thereby allowing smaller pumps to be used. The Causeway pumps discharge to the Yolo Bypass.

The southern area includes all district land located south of the Deep Water Ship Channel. Most of the area remains in agricultural and related uses, except for four residential subdivisions. These are the Arlington Oaks, Touchstone, Larchmont, and Linden Acres developments, each of which has its own drainage facilities. The Touchstone and Larchmont subdivisions have both storm water detention basins and small pumping stations.

The principal drainage facilities in the southern area are the Main Drainage Canal and the Main Pump Station. The alignment of the Main Canal is shown on Figure VI-6. The Main Canal receives storm runoff from the entire southern area and conveys it to the Main Pump Station. The District also uses the Main Canal for storage of peak flows. The Main Pump Station has four pumps with a combined pumping capacity of approximately 400 cfs. These pumps discharge to the Deep Water Ship Channel.

Like the other reclamation districts, the operating and maintenance costs of the district are passed on to the property owners on an annual basis. The district maintains capital reserves that it can draw on to make capital improvements. For example, new pumps at the Main Pump Station were purchased using reserve monies. By using district reserves, capital improvement money can be collected more gradually from the ratepayers.

Flood Protection

The city is surrounded on all sides by levees that are maintained by the State and the reclamation districts. The levees along the Sacramento River frontage of Reclamation District No. 811 are maintained by the State via Maintenance Area No. 4. The levees along the Sacramento Bypass are maintained by the State Department of Water Resources. The levees along the Yolo Bypass and along the Sacramento River within Reclamation District No. 537 are maintained by the District. All the remaining levees are maintained by Reclamation District No. 900.

As a result of the record flood stages experienced during February 1986 and other recent high flood stage events, the U.S. Army Corps of Engineers recently reevaluated the current level of flood protection within West Sacramento. The Corps concluded that the levees along the Sacramento River and Yolo Bypass currently do not provide protection from a 100-year flood event. The Corps is currently designing improvements to these levees that are intended to increase the level of flood protection to a 200-year level.

Chapter IX, Health and Safety, contains a more detailed discussion of flooding hazards.

Hydrology

Yolo County has developed hydrology for use in the design of storm drainage facilities within the County. Many of the existing pipelines and other storm drainage facilities have been designed using the County hydrology. County design criteria commonly used the 10-year flow for pipeline design and the 25-year flow for pump station design. Reclamation District No. 900 uses the 100-year flow for pump station and storage basin design.

Storm Drainage Master Planning

Master planning efforts on the part of the reclamation districts have been limited. In the case of Reclamation District No. 811, little master planning is necessary because much of the district is built out. The proposed Lighthouse Marina project within the district will include a pump station with discharge to the Sacramento River. In the case of Reclamation District No. 537, the California Highway Patrol Academy and the Rose Orchard development comprise much of the available land within the district. Master planning for these projects was limited to major facilities improvements. Additional planning for the on-site facilities to serve the Rose Orchard development will occur later.

Reclamation District No. 900 encompasses a majority of the city's land area. A formal Master Drainage Plan has not been prepared for the district. The district has, however, formulated conceptual plans for facilities that will be needed to serve future development.

SCHOOLS

Elementary and Secondary Schools

The Washington Unified School District (WUSD) provides public education services to West Sacramento. In the 1987-88 school year, used as the baseline for purposes of the General Plan, the District operated five elementary schools (grades K-5), one middle school (grades 6-8), one high school (grades 9-12), a continuation high school, and a preschool facility. The subsequent school year (1988-89), the District renovated Bryte Elementary School and operated it as a sixth elementary school. Total enrollment for each school in the baseline 1987-88 school year and in the 1989-90 school year is described below.

- Bryte Children's Center, 1290 Carrie Street

In the 1987-88 school year, Bryte was operated as a preschool for prekindergarten aged students and as a latchkey program for grades K-6. Classrooms underwent renovation and the District has used this facility as an elementary school since the 1988-89 school year. K-5 enrollment as of March 1990 was 325.

- Alyce Norman Elementary School, 1200 Anna Street

Neighborhood school with special reading and math programs for parochial as well as public school students. Bilingual and special language programs for English-as-a-second-language students. Total enrollment for the 1987-88 school year was 495. Enrollment as of March 1990 was 424.

- Elkhorn Elementary School, 750 Cummins Way

Neighborhood school with special reading and math programs. Bilingual and special language programs for English-as-a-second language students. Total enrollment for the 1987-88 school year was 511. Enrollment as of March 1990 was 524.

- Evergreen Elementary School, 919 Westacre Road

Neighborhood school with language programs for non-English speaking students. Total enrollment for the 1987-88 school year was 494. Enrollment as of March 1990 was 443.

- Westfield Elementary School, 508 Poplar Avenue

Neighborhood school with special reading programs; bilingual and special language programs for English as a second language students. Total enrollment for the 1987-88 school year was 472. Enrollment as of March 1990 was 486.

- Westmore Oaks Elementary School, 1504 Fallbrook

Neighborhood school with elementary gifted student program. Total enrollment for the 1987-88 school year was 473. Enrollment as of March 1990 was 486.

- Golden State Middle School, 1100 Carrie Street

Reading programs, gifted student programs, and English as a second language programs. Total enrollment for the 1987-88 school year was 904. Enrollment as of March 1990 was 949.

- River City High School, 1100 Clarendon Street

Comprehensive high school with tutoring, English as a second language programs. Total enrollment for the 1987-88 school year was 990. Enrollment as of March 1990 was 888.

- Yolo Continuation High School, 920 Westacre Road

Continuation high school designed for students for whom regular high school is inappropriate. Total enrollment for the 1987-88 school year was 124. Continuation enrollment as of March 1990 was 137.

- Alternative Education Facility, 920 Westacre Road

Opportunity classes for middle school students for whom regular middle school is inappropriate. Independent study programs for students working towards a GED (equivalent to high school diploma). Total enrollment for the 1987-88 school year was 31 opportunity class students and 139 independent study students. Enrollment as of March 1990 was 67 opportunity class students and 166 independent study students.

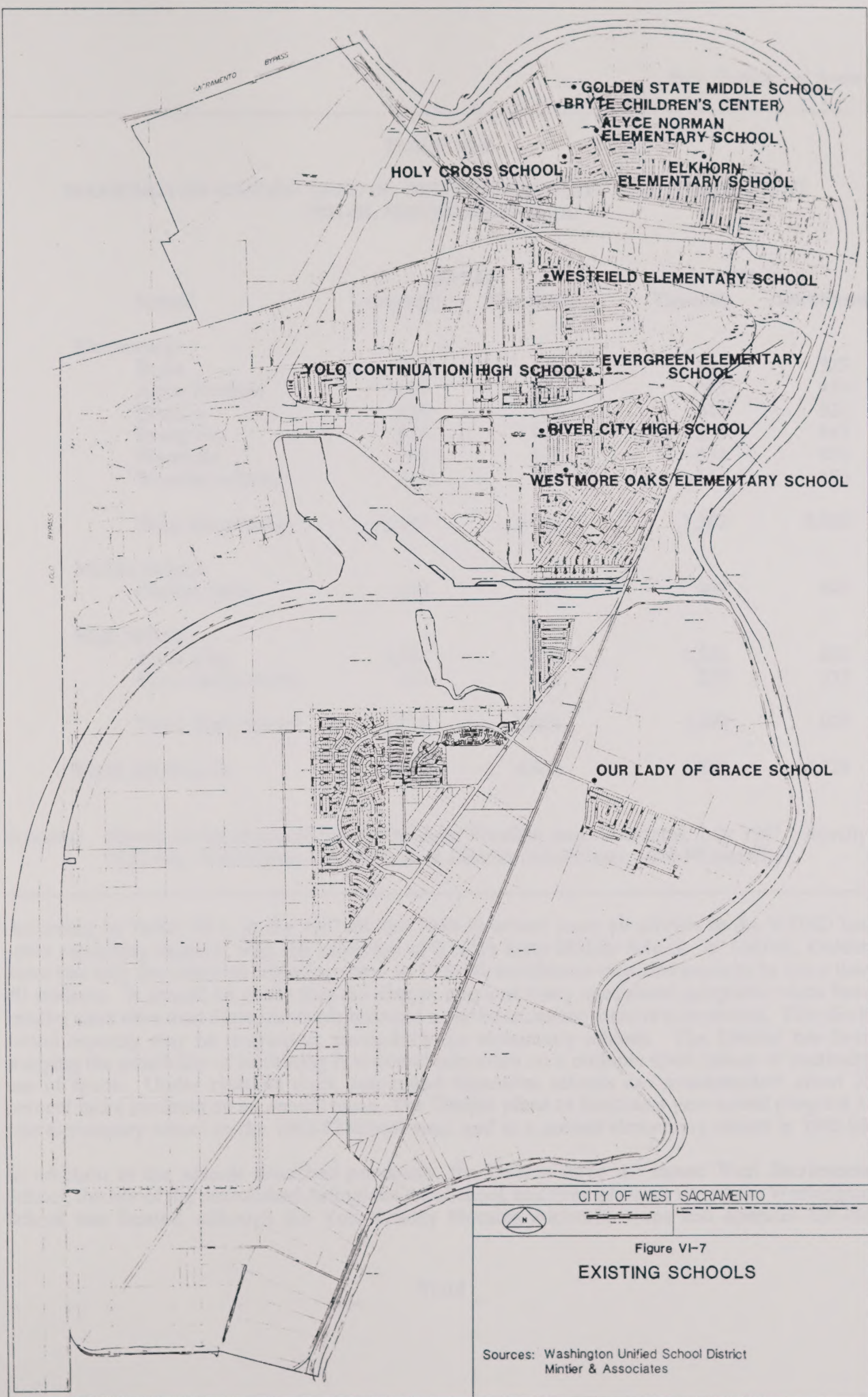
The District's administrative office is located at 930 Westacre Road. Schools sites are shown on Figure VI-7.

Many of the schools in the district are old and require some rehabilitation.

As of 1987-88, total District enrollment was 4,633; 2,445 in grades K-5, 935 in grades 6-8, 1,114 in grades 9-12, and 139 students in independent study. Grades K-6 had an average class size of 29, grades 7-8 had an average class size of 24, and grades 9-12 had an average class size of 28.

As of March 1990, total District enrollment had increased to 4,895. Elementary schools experienced the greatest increase to 2,688 in grades K-5. Grades 6-8 showed an increase to 1,016, and grades 9-12 declined slightly to 1,025. 166 students were enrolled in independent study.

Table VI-5 shows the capacities of schools in the Washington Unified School District in 1987 and 1989, based on State classroom capacity standards. Capacity has increased in some schools between 1987 and 1990 due to installation of portable classrooms.



CITY OF WEST SACRAMENTO



Figure VI-7

EXISTING SCHOOLS

Sources: Washington Unified School District
Mintier & Associates

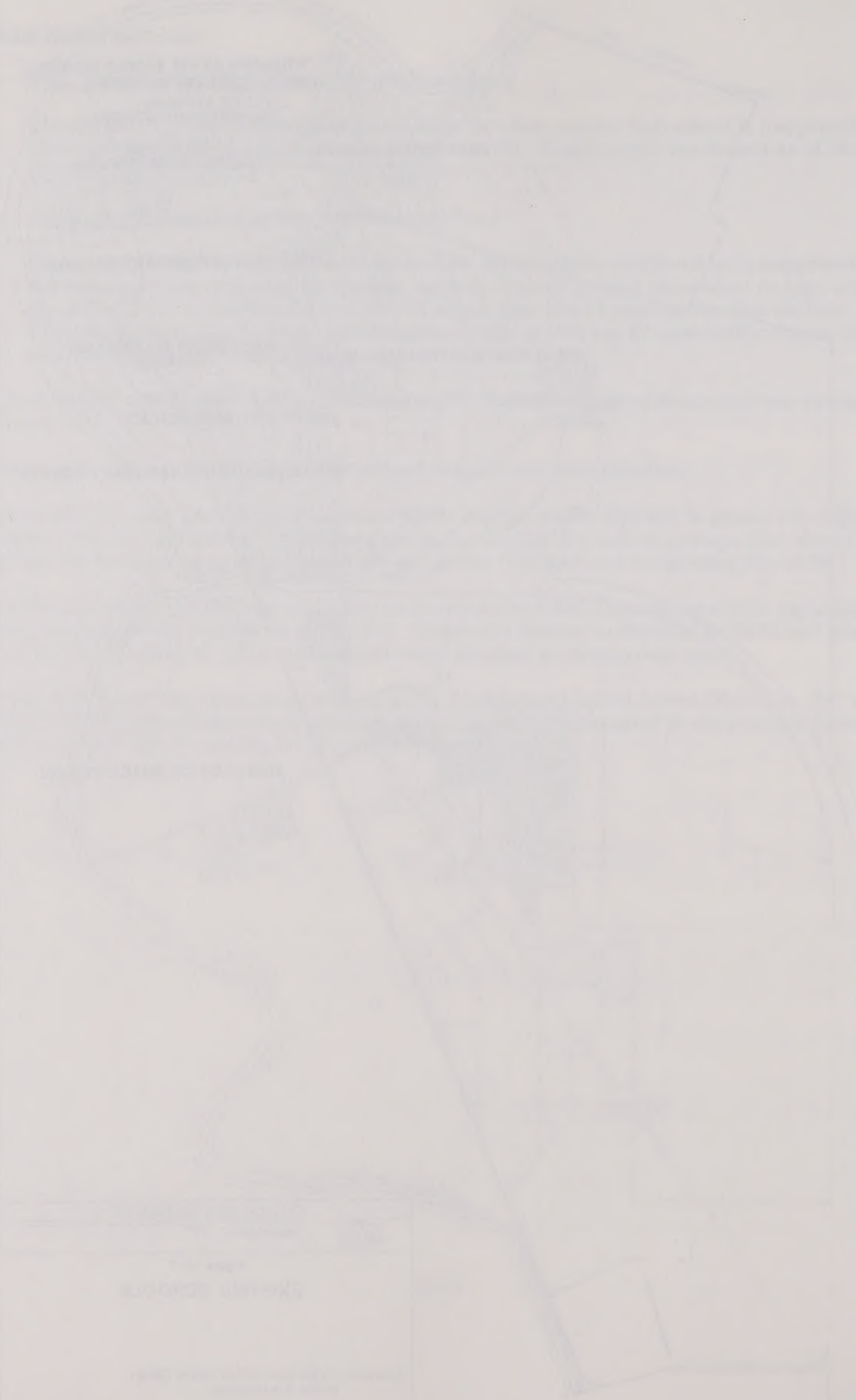


TABLE VI-5

**WASHINGTON UNIFIED SCHOOL DISTRICT CAPACITY AND ENROLLMENT
1987-88, 1989-90 School Years**

School	1987-88		1989-90	
	Capacity	Enrollment	Capacity	Enrollment
Elementary:				
Bryte	372	--	492	325
Alyce Norman	535	495	585	424
Elkhorn	628	511	618	524
Evergreen	585	494	556	443
Westfield	530	472	556	486
Westmore Oaks	530	473	556	486
Total Elementary	3,180	2,445	3,363	2,688
Middle School				
Golden State	909	904	907	949
High School				
River City	1,054	990	1,376	888
Yolo Continuation	165	124	232	137
Total High School	1,219	1,024	1,608	1,025
Total, All Schools	5,308	4,494	5,878	4,729

Sources: *Report on Development Fees* by Morgan Woollett and Associates, July 1987 (capacity, 1987-88); Washington Unified School District (enrollment, 1989-90 capacity).

According to Table VI-5, in the 1987-88 and 1989-90 school years all schools in the WUSD had some remaining capacity, with the exception of Golden State Middle School. In 1987-88, Golden State was only five students below capacity. In 1989-90, enrollment exceeded capacity by more than 40 students. It should be noted that the district operates many specialized programs which have smaller class sizes than State standards estimate could be accommodated in a classroom. Therefore, actual capacity may be overstated, particularly for elementary schools. The District has been studying the possibility of instituting year-round education on a multiple track system to maximize use of space. Under multiple track year-round education, schools can accommodate about 25 percent more students on an annual basis. The District plans to institute a year-round program at one elementary school in the 1991-92 school year, and at a second elementary school in 1992-93.

In addition to the schools described previously, the District owns the closed West Sacramento School, the site of the demolished Arlington Oaks School, and the eight-acre site where Washington School was located, although the Yolo County Housing Authority owns and operates the old

Washington School facilities as senior citizen housing. The District also owns a 20-acre parcel of land in the southern area near South River Road.

A report prepared for the Washington Unified School District in 1987 projected a 62 percent increase in the District's annual enrollment from 1987 to 1997. The highest projected increase was among high school students with an 81 percent increase. Table VI-6 lists the projected enrollments from 1987 to 1997, broken down by grade level category.

TABLE VI-6
WASHINGTON UNIFIED SCHOOL DISTRICT
PROJECTED ANNUAL ENROLLMENT
1987 to 1997

	K-6	7-9	10-12	Total
1987	2,602	969	799	4,370
1988	2,731	909	864	4,504
1989	2,825	906	864	4,616
1990	3,010	935	919	4,863
1991	3,163	1,069	914	5,146
1992	3,242	1,215	941	5,398
1993	3,356	1,357	970	5,683
1994	3,485	1,421	1,095	6,001
1995	3,610	1,453	1,239	6,302
1996	3,774	1,525	1,376	6,675
1997	3,887	1,588	1,416	6,881

Source: *Report on Development Fees*, Washington Unified School District, July 1987

In January 1987, a new State law permitted school districts to assess impact fees on new development to provide for funding of additional school facilities. As of March 1990, the Washington Unified School District levied \$1.56 per square foot on new residential development and \$0.26 per square foot on new commercial and industrial development. Fees are adjusted annually, as calculated by the State, to account for cost of living increases.

There are two parochial schools located in West Sacramento which serve grades K-8. Our Lady of Grace is located at the corner of Linden Road and Jefferson Boulevard in Southport with an enrollment of 280 for the 1987-88 school year and 276 for the 1989-90 school year. Holy Cross at 1321 Anna Street in Bryte had an enrollment of 190 for the 1987-88 school year and 205 for the 1989-90 school year.

Community Colleges

West Sacramento is served by the Los Rios Community College District, consisting of three colleges: American River College, Sacramento City College, and Cosumnes River College. The three colleges in the District offer a full program of courses suitable for transfer to a four-year college or university, and offer an Associate of Arts degree.

Highway Patrol Academy

The California Highway Patrol (CHP) operates a law enforcement training academy for in-service and specialized training of CHP personnel. The 457-acre site is located in the northwestern part of the city. Its facilities include dormitories, recreational and physical training facilities, driving courses, and a sound studio. The academy runs ten classes of cadet training annually, two classes of 140 students at a time, and has approximately 135 employees. The CHP permits other law enforcement agencies to use the facilities at the academy on an "as-available" basis.

FIRE PROTECTION

The West Sacramento Fire Department, formerly the East Yolo Fire Protection Agency, provides fire protection and emergency services within the city limits and responds to emergencies in outlying areas when other departments request assistance. The department's service area includes all lands within the city limits. In addition, the department, under contract to Yolo County, provides services to the area between the southern city limits and Babel Slough and also to a 17-mile strip of land between the Yolo Bypass and the Deep Water Ship Channel south into Solano County because it is the only fire district with access to that area.

The fire department provides fire protection services for the Port of Sacramento through an agreement between the Sacramento-Yolo Port District and the City of West Sacramento.

The department presently operates out of four fire stations, each with a designated response zone. Locations of the fire stations and response areas are shown in Figure IX-2 (in Chapter IX, "Health and Safety"). Future plans include construction of a new station in Southport, ideally at the intersection of Jefferson Boulevard and Linden Road, to replace Stations 1 and 2. In addition, a new station and administration building is planned to replace Station 4.

The department currently (March 1990) employs a total of 42 personnel on 24-hour shifts and 7 personnel on 40-hour work weeks, plus about 20 voluntary reserves. Staffing by station per shift breaks down as follows:

Station 1	Station 2
132 15th Street	2410 Jefferson Boulevard
1 captain	1 captain
2 engineers	1 engineer
1 firefighter	
Station 3	Station 4
1561 Harbor Boulevard	905 Fremont Boulevard
1 captain	1 captain
1 engineer	1 engineer
1 firefighter	1 firefighter

The fire department's equipment includes six pumpers, two grass/rescue vehicles (four-wheel drive), one rescue squad, one aerial platform which can reach as high as 85 feet, and one air truck.

The fire department's average response time varies, depending on the area. Most areas within the city are typically about three minutes, however, some areas within the city have response times of six to seven minutes, such as the rural area of Southport and the Port Industrial Park.

Table VI-7 shows the number of fire report and medical aid calls received by each station in 1985, 1986, and 1987. Approximately 67 percent of the fire department's calls are for medical aid. According to Table VI-7, the fire department received a total of 2,907 calls in 1985, 3,350 calls in 1986, and 3,771 in 1987.

Public protection classifications are designated by the Insurance Services Office (ISO). The ISO considers three primary factors in their rating system: fire department location, personnel, and equipment (50 percent), water supply and fire flow capacity (40 percent); and communications capabilities (10 percent). Ratings are based on a scale of 1 to 10, with 1 being the best possible protection. The West Sacramento Fire Department maintains an ISO rating of 4, although some rural areas in the southern portion of the city limits without fire hydrants may have ISO ratings of 9, according to the Fire Chief.

In addition to fire suppression, the fire department's services include: building inspection, fire prevention, public education, emergency medical services, fire hydrant maintenance, hazardous materials response, and nuisance abatement.

West Sacramento is within the Sacramento Emergency Medical Service (EMS) area, which presently provides Emergency Medical Technician (EMT) training to first responders to the scene of medical emergencies. The West Sacramento Fire Department is the designated first responder for West Sacramento. EMS plans to introduce paramedic service to their service area by 1989, which will require about five weeks of additional training for EMT (level 2) at Sierra College. Paramedics will be able to distribute some respiratory drugs which are not authorized for distribution by EMTs. The fire department contracts with Sacramento Ambulance Service for ambulance services.

The fire department enforces fire safety standards in new construction and performs annual fire safety inspections of each business in West Sacramento in conjunction with issuance and renewal of business licenses.

TABLE VI-7

WEST SACRAMENTO FIRE DEPARTMENT
INCIDENT ACTIVITY

Type of Alarm	STATION 1			STATION 2			STATION 3			STATION 4			TOTAL		
	1985	1986	1987	1985	1986	1987	1985	1986	1987	1985	1986	1987	1985	1986	1987
Medical aid	620	808	757	105	113	143	432	521	1,012	906	1,006	891	2,063	2,448	2,805
Fire report	186	216	268	100	107	95	239	295	335	319	284	268	844	902	966
Miscellaneous	-	-	-	-	-	1	1	-	1	-	-	1	1	-	3
Station Total	806	1,024	1,025	205	220	239	672	816	1,348	1,225	1,290	1,160	2,907	3,350	3,771
Station Percentage	28%	31%	27%	7%	7%	6%	23%	24%	36%	42%	39%	31%	100%	100%	100%

Source: West Sacramento Fire Department

Partly as a result of fire flow deficiencies, the fire department requires all new commercial and industrial construction of 4,000 square feet or more to install fire suppression sprinklers. This is a lower threshold than is commonly found.

The Fire Chief has identified the department's deficiencies as the need for a centrally-located training area, a hazardous materials division, and a fire prevention division. In addition, the department will need additional equipment, personnel, and training to accomplish the above-mentioned goals and to meet the service needs of the community in the future if high-rise building projects are approved. In addition, the Port of Sacramento, with which the City has a fire protection agreement, has firefighting needs that require specialized training not otherwise necessary for West Sacramento firefighters.

LAW ENFORCEMENT

The West Sacramento Police Department has provided law enforcement for West Sacramento since July 1, 1987, when it took over law enforcement responsibility for the area from the Yolo County Sheriff's Department. The Police Station is located at 305 Third Street. Its facilities include administrative offices, evidence and property investigation offices, uniform services offices, and a parking area for marked and unmarked cars. Dispatching of police units is done through the Yolo County Communications Center in Woodland.

The department is still in the process of hiring staff. As of December 1988, there were approximately 53 sworn personnel and 18 non-sworn personnel. The department has a staffing goal of 55 sworn personnel (the police chief, 3 lieutenants, 8 sergeants, and 48 officers) and 22 non-sworn personnel by the end of the fiscal year (June 30, 1990).

The number of patrol beats ranges from three to seven units. The average staffing is one officer per patrol unit. Response times for the police department are categorized according to the severity of the reported offense or complaint. The department's typical response time for priority 1 calls, constituting a major crime or incident in-progress requiring immediate dispatch, is two to four minutes.

Information on crime data in West Sacramento is limited due to the recent establishment of the Police Department. Historic information for the area is not available because the Sheriff's Department keeps data on a countywide basis only. Table VI-8 lists the types of offenses reported to the West Sacramento Police Department for the months of July through December, 1988.

The department is also responsible for law enforcement for the Port of Sacramento through an agreement between the Sacramento-Yolo Port District and the City of West Sacramento. The Port maintains its own security force, however, and generally the department responds only to major crimes in the Port. The Port employs seven officers in 24 hour shifts; there are one to two officers on duty at all times. One customs officer is also assigned to oversee shipments at the Port.

Law enforcement in the unincorporated area surrounding the city is the responsibility of the Yolo County Sheriff's Department. The Sheriff's Department also has jurisdiction over all navigable waterways in Yolo County and operates a boat patrol service for the Sacramento River. Coroner's service is provided throughout the county by the Sheriff's Department.

TABLE VI-8

**OFFENSES REPORTED IN WEST SACRAMENTO
1989, 1988, and Change from 1988 to 1989**

Type of Offense	1989												Total
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Homicide		1	1	3		1	1	1					8
Rape	1	1	1		1	1	1	3		3	2		14
Robbery	6	6	3	7	6	8	1	9	8	9	4	7	74
Assault	39	40	52	52	77	62	56	60	46	53	22	25	584
Burglary	51	53	55	28	43	30	45	46	33	62	57	45	548
Larceny	125	101	130	72	119	107	93	95	75	86	93	93	1,189
Stolen Vehicles	26	19	26	18	23	26	29	26	20	21	9	18	261
Total	248	221	268	180	269	235	226	240	182	234	187	188	2,678
Property Stolen	\$215,641	\$297,586	\$201,984	\$151,156	\$193,175	\$264,358	\$298,045	\$184,859	\$217,926	\$152,01	\$202,765	\$175,30	\$2,554,840
Property Recovered	\$28,328	\$90,655	\$95,171	\$30,469	\$129,324	\$130,747	\$178,749	\$81,250	\$105,780	\$74,505	\$23,229	\$46,089	\$1,014,96
Type of Offense	1988												Total
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Homicide		1		1		1							3
Rape	3	3	3	1	2	1	2	1	1	3		1	21
Robbery	16	15	10	3	4	5	7	12	7	10	8	6	103
Assault	44	51	48	42	41	28	42	54	47	57	31	38	523
Burglary	68	53	45	40	97	44	56	57	52	77	85	74	748
Larceny	125	110	125	92	101	118	117	91	80	122	115	130	1,326
Stolen Vehicles	23	25	19	23	15	25	33	25	27	41	39	20	315
Total	279	258	250	202	260	222	257	240	214	310	278	269	3,039
Property Stolen	\$173,791	\$213,255	\$153,682	\$282,809	\$105,901	\$189,778	\$227,585	\$275,606	\$291,258	\$482,28	\$373,61	\$381,40	\$3,151,018
Property Recovered	\$73,850	\$87,412	\$13,149	\$128,169	\$34,632	\$54,686	\$100,622	\$80,680	\$274,033	\$109,655	\$124,671	\$204,508	\$1,286,067
Type of Offense	Change: 1988 to 1989												Total
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Homicide			-1	-2			-1	-1					-5
Rape	2	2	2	1	1		1	-2	1		-2	1	7
Robbery	10	9	7	-4	-2	-3	6	3	-1	1	4	-1	29
Assault	5	11	-4	-10	-36	-34	-14	-6	1	4	9	13	-61
Burglary	17		-10	12	54	14	11	11	19	15	28	29	200
Larceny		9	-5	20	-18	11	24	-4	5	36	22	37	137
Stolen Vehicles	-3	6	-7	5	-8	-1	4	-1	7	20	30	2	54
Total	31	37	-18	22	-9	-13	31		32	76	91	81	361
Property Stolen	-\$41,850	-\$84,331	-\$48,302	\$131,653	-\$87,274	-\$74,58	-\$70,46	\$90,747	\$73,332	\$330,265	\$170,848	\$206,130	\$596,178
Property Recovered	\$45,522	-\$3,243	-\$82,022	\$97,700	-\$94,692	-\$76,061	-\$78,127	-\$570	\$168,253	\$35,150	\$101,442	\$158,419	\$271,771

Source: City of West Sacramento, March 1990

The California Highway Patrol patrols the state highways and interstates that pass through West Sacramento. The Woodland office is responsible for patrolling 64 miles of interstate highways, including Interstates 5, 80, and Business 80, and 120 miles of state highways, including State Routes 84 and 275, and 926 miles of county roads.

SOLID WASTE DISPOSAL

Solid waste collection and disposal for West Sacramento residents are provided under a franchise agreement with the East Yolo Waste Disposal Company (EYWDC). Garbage collection throughout the city is mandatory. EYWDC operates six packer trucks for commercial collection, three side-loading trucks for residential collection, and four roll-off trucks for residential and commercial collection. Collection takes place at least once weekly, with a basic residential charge for weekly pickup (not exceeding two 30-gallon cans) of \$5.00 per month (in 1989).

Four other companies provide collection and disposal to some commercial and industrial users in West Sacramento: A&A Recycling Systems, Tri-C Waste Disposal, Golden State Disposal, and BFI Waste Systems.

Some non-putrescible wastes, such as construction debris and soil are disposed of at L&D Landfill, a privately-owned site in Sacramento County. East Yolo Waste Disposal Company has a drop-off center at their corporation yard where they receive corrugated cardboard, computer paper, newspaper, and aluminum cans for recycling.

Most of the wastes collected in West Sacramento are disposed of at the Yolo County Central Landfill, located southeast of Woodland off County Road 28H, near the intersection with County Road 104. It is approximately a 15-mile haul from West Sacramento. The site is operated as a Class III sanitary landfill and incorporates source separation resource recovery facilities.

The landfill began operation in July 1975. Table VI-9 shows the volumes of wastes disposed of at the landfill from 1975 to 1988.

TABLE VI-9

**TOTAL WASTE DISPOSED OF AT YOLO COUNTY LANDFILL
FY 1975-76 TO 1987-88**

Fiscal Year	Tons
1975-76	73,180
1976-77	123,341
1977-78	143,505
1978-79	171,300
1979-80	205,881
1980-81	256,158
1981-82	263,446
1982-83	270,343
1983-84	228,396
1984-85	236,793
1985-86	256,698
1986-87	288,980
1987-88	256,166

Source: *Yolo County Solid Waste Management Plan*, November 1989.

According to the *Yolo County Solid Waste Management Plan*, the largest volume of wastes disposed of at the Yolo County Landfill are from Sacramento County, which is responsible for about 35 percent of the total wastes disposed of annually. Woodland is the next largest contributor, at 23 percent, and West Sacramento is responsible for about 16 percent of the wastes disposed of annually. Of the total Yolo County wastes disposed of at the landfill, West Sacramento is responsible for about 26 percent. Table VI-10 lists the sources of wastes disposed of at the Yolo County Landfill.

TABLE VI-10

SOURCES OF WASTES DISPOSED OF AT YOLO COUNTY CENTRAL LANDFILL

Source	Percent of Total
Woodland	23
West Sacramento	16
Davis	14
Sacramento	35
Solano County	3
Capay Valley	<1
Winters	1
Non-accounts*	7

*Non-accounts are those brought in by residential or commercial customers who do not hold an account with the landfill. Approximately 80 percent of non-accounts originate within Yolo County

Source: *Yolo County Solid Waste Management Plan*, November 1989.

Table VI-11 shows the waste generation factors as shown by the California Waste Management Board and estimates of those factors for Yolo County in 1988, as estimated by the *Yolo County Solid Waste Management Plan*. According to the *Solid Waste Management Plan*, waste generation factors worked out to an average of 7.4 pounds per capita per day in 1988 (with commercial, industrial, construction and demolition debris, and residential yard wastes factored into the average).

TABLE VI-11

WASTE GENERATION FACTORS

	CWMB	Yolo County (1988)
Residential, commercial and industrial	4.9 to 5.7 lb/cap/day	5.1 lb/cap/day
Construction and demolition	100 to 200 lb/cap/year	193 lb/cap/year
Residential yard wastes	40 to 180 lb/cap/year	430 lb/cap/year

Source: *Yolo County Solid Waste Management Plan*, November 1989.

The projected disposal capacity of the Yolo County Central Landfill is 28 million cubic yards (18,000,000 tons) over the 720-acre site. According to the *Yolo County Solid Waste Management Plan*, the site will provide adequate disposal capacity through the year 2047 if only Yolo County wastes are accepted and through 2030 if the landfill accepts Yolo County wastes and wastes from Sacramento County at the current 70 percent to 30 percent ratio. (These estimates assumes successful implementation of the 25 percent state-mandated recycling goal).

Table VI-12 shows projections of solid waste generation in Yolo County from 1990 to 2030, based on the California Waste Management Board's waste generation factors and population projections for Yolo County prepared by the California Department of Finance (which assume an average 3.32 percent annual growth rate for the county). The *Solid Waste Management Plan* cautions that site life is difficult to predict with certainty due to opposing forces of population growth, increases in levels of recycling, and the potential for changes in the food packing industry.

TABLE VI-12
PROJECTIONS OF YOLO COUNTY SOLID WASTE GENERATION
1990-2030

Year	Population	Annual Tonnage	Cumulative Tonnage
1990	141,400	195,523	1,029,000
1995	154,800	226,700	2,269,000
2000	194,400	262,800	3,707,000
2010	267,000	353,100	7,306,000
2020	367,000	474,600	12,143,000
2030	504,400	637,800	18,643,000

Source: *Yolo County Solid Waste Management Plan*, November 1989.

Two sites in West Sacramento were formerly operated as burning dumps prior to the opening of the Yolo County Landfill. The abandoned West Sacramento disposal site is located off County Road 126 near the Sacramento Bypass. The site is privately owned and was privately operated as a supervised burning dump. Solid Waste Assessment Testing (SWAT) on this site began in summer of 1989, in compliance with the Calderon Amendments to the *California Health and Safety Code*. Future use and action relating to this site is contingent upon the results of the SWAT tests and regulatory response to test results.

An abandoned waste disposal site is also located at the Port of Sacramento. It was operated as a supervised open burning dump exclusively for wastes generated at the Port.

OTHER FACILITIES AND SERVICES

Library

The Arthur F. Turner Library, a branch of the Yolo County library, is located at 1212 Merkley Avenue. The Yolo County system has a total of seven public branches. In 1988, the Turner Library had a staff of six and a collection of 44,594 volumes and provided reference and information

assistance for patrons. As of March 1990, Turner Library was staffed by eight full-time equivalents and offered approximately 60,000 volumes for loan.

The library facility occupies 8,600 square feet. The County Librarian has stated that library service in West Sacramento needs expansion, including more volumes, more space, more staffing, and longer hours. The County Librarian has suggested an ideal ratio is two to three volumes per capita. At West Sacramento's approximate 1988 population of 27,000, this represented 54,000 to 81,000 volumes. The library owns a bookmobile, but does not have the funding to operate it.

A branch located on Sacramento Avenue in the Broderick area closed in 1978 because of fiscal limitations.

Health Care

There are no acute health care facilities within West Sacramento. Residents requiring major medical attention must use hospitals in Sacramento. Non-acute medical care in West Sacramento is available at the Yolo County-operated Salud Clinic at 350 C Street and at the River City Medical Center at 155 15th Street.

Other health care facilities in West Sacramento include the Somerset Golden State Convalescent Hospital and the Bounds Senior Care Home at 509 Michigan Boulevard.

Gas and Electricity Service

Natural gas and electricity service are provided by Pacific Gas and Electric Company. This privately-owned utility company operates throughout Northern California under authority from the California Public Utilities Commission.

Existing electrical transmission lines supplying the West Sacramento area consist of two 115 kilovolt (kv) source lines and one 115 KV line interconnecting the area with an adjacent load area. This transmission system supplies two distribution substations in West Sacramento: the West Sacramento substation located at Harbor Boulevard and Reed Avenue, and the Deepwater substation located west of Summerfield Drive in Southport, adjacent to the Southport Industrial Park. Additionally, the 500 kV Table Mountain-Telsa Intertie transmission line is located approximately three miles west of the city between West Sacramento and Davis.

Natural gas is conveyed through the West Sacramento area via three 16-inch and one 12-inch major transmission lines. The Winchester Lakes gas field is located approximately four miles south of the city and has been in production since 1978. Gas from this source is dehydrated and odorized at the wellhead before being mixed with gas in lines flowing east to Sacramento.

Telephone Service

Pacific Bell provides telephone service to West Sacramento. It has a central office with an accompanying corporation yard in West Sacramento. The West Sacramento area is considered part of the Sacramento office with no charges made to for calls to Sacramento.

FINDINGS

- The City recently constructed the Bryte Bend Water Treatment Plant, which is now the main source of water supply for West Sacramento. As a result, the City's water system is able to meet peak demands and supply improved water quality. This surface water supply is supplemented with treated groundwater from five wells.
- Many large diameter transmission pipelines are relatively new. Many older pipelines in the system are approaching the end of their useful life and are in need of repair or replacement. As a part of recent system improvements, several large diameter pipelines have been constructed to replace deficient lines.
- Expansion of the water distribution system is dependent on growth in areas not currently served.
- The existing sewer collection system and sewer lift stations are in relatively good condition.
- Periodic flushing of the sewer collection lines is required by City Maintenance crews due to buildup of solids in the pipes which results from flat slopes.
- Infiltration and inflow into the sewer collection system have been estimated to be up to 425 gallons per acre per day.
- Generally, storm drainage facilities in West Sacramento are adequate, although in some areas of the city maintenance problems have resulted in minor flooding. Lot-by-lot construction of drainage pipeline and ditches in some areas has resulted in a mixture of pipe sizes and flow lines that may be the cause of other minor flooding.
- In the 1987-88 and 1989-90 school years all schools in the Washington Unified School District had some remaining capacity, with the exception of Golden State Middle School. In 1987-88, Golden State was only five students below capacity.
- The West Sacramento Fire Department maintains an Insurance Services Office (ISO) rating of 4, although some rural areas in the southern part of the city without fire hydrants may have higher ISO ratings.
- The Fire Department's average response time is about three minutes for most of the city. Some areas of the city, however, may have response times of six to seven minutes, including the rural area in the southern end of the city and the Port Sacramento Industrial Park.
- The Police Department's typical response time for Priority 1 calls is two to four minutes.
- Most of West Sacramento's solid waste is disposed of at the Yolo County Central Landfill. West Sacramento is responsible for about 16 percent of the total volume of waste disposed of annually at the landfill. According to the Yolo County Public Works Department, the landfill has will have remaining capacity to at least the year 2030.
- According to the County Librarian, the Arthur F. Turner Library needs expansion and more volumes and staff. The Library also owns a bookmobile but does not have sufficient funding to operate it.
- There are no acute health care facilities within West Sacramento. Residents requiring major medical attention must use hospitals in Sacramento.

PERSONS CONSULTED

Alberti, Del, Superintendent, Washington Unified School District

Clark, Auzy, Wastewater Treatment Plant Superintendent, City of West Sacramento

Elrod, Jim, Water Superintendent, City of West Sacramento

Gossett, Larry, Director, City of West Sacramento Department of Public Works

Grant, Kevin, General Manager, Sacramento Ambulance Service

Iannone, Al, Fire Chief, West Sacramento Fire Department

Kalar, Barry, Chief, West Sacramento Police Department

Lurch, Ken, Engineer, Reclamation Districts No. 537 and 811

Maguire, John, City of West Sacramento Department of Public Works

Miramoto, Bruce, Lieutenant, West Sacramento Police Department

Ploss, Norm, Assistant Director, Yolo County Public Works Department

Richardson, Carol, Assistant City Manager, City of West Sacramento

Ruzich, Ken, Manager, Reclamation District No. 900

Sawitzky, Ken, Jr., Battalion Chief, West Sacramento Fire Department

Stevens, Mary, County Librarian, Yolo County

Vieceli, Gus, Superintendent, Washington Unified School District (retired)

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GLOSSARY

cfs - cubic feet per second

Domestic pressure zone - Low pressure zone in the city's water system; formerly the Northern and Southport Service Areas.

EYCSD - East Yolo Community Services District

gpac - gallons per acre per day

gpcd - gallons per capita per day

gpd - gallons per day

GPM - gallons per minute

Infiltration/Inflow (I/I) - Infiltration is extraneous water that leaks into sewer lines from surrounding saturated ground through various means. Inflow is water that is channeled into the sewage collection system by storm water collection systems such as roof leaders, foundation drains, and storm sewers.

Insurance Services Office (ISO) - An agency which evaluates fire protection features for all fire departments for purposes of establishing rates for underwriters.

MGD - million gallons per day

Port pressure zone - High pressure zone in the city's water system; isolated from the low pressure domestic zone.

psi -pounds per square inch

PSIP - Port Sacramento Industrial Park

Response time - The amount of time it takes police or fire units to arrive at the scene of a reported incident.

WWC - Washington Water Company, aka Washington Water and Light Company

RECREATIONAL AND CULTURAL RESOURCES

INTRODUCTION

The City of West Sacramento has a variety of recreational, cultural, and archaeological resources. These resources take varied forms ranging from the contemporary city and its open spaces, resources through the site's historic settlement and development periods, to the ethnographic and archaeological resources of the native American period.

Although an impact study and baseline was conducted in the development of this chapter, numerous additional resources and open public spaces and collectively located in natural, historical, and archaeological resources of the West Sacramento area were identified.

PARKS AND RECREATION

Parks in West Sacramento are owned and maintained by the City. Since the City's incorporation on January 1, 1987, parks and public recreational facilities were increased by the East Yuba Community Services District (EYCSO). The EYCSO had a neighborhood park standard goal of one acre per 1,000 population served.

Park Characteristics

In accordance with the perspective of its Parks Master Plan, the City and Community Services District has set up a system of classification for parks. The following paragraphs summarize the City's park development system.

CHAPTER VII

RECREATIONAL AND
CULTURAL RESOURCES

Most Parks Main parks primarily serve the surrounding neighborhoods with a variety of recreational activities and the best of recreational activities. The City's parks are designed to encourage local development. It follows that the City's parks should meet the following general standards:

- Provide some variety of recreational activities.
- Offer space for other uses as well.
- Have specific group facilities (i.e., ball fields, or shooting ranges).
- Locate near apartment complexes, townhomes, or housing for the elderly.
- The upper large parks are very flexible.

Playfields: Playfields provide opportunities for organized recreation activities for a young population, usually elementary school children. They are most frequently developed in conjunction with schools, but they may also be part of a neighborhood park. When developed, playfields should meet the following general criteria:

- Provide some variety of recreational activities.
- Provide some protection of 2,000 to 5,000 residents.
- Have primarily elementary school children.
- Locate with school.

Neighborhood Parks: Neighborhood parks should fulfill a variety of recreation needs by providing playing fields and sports, public facilities, and playground equipment. The optimum size for a neighborhood park is in the order of a neighborhood within a city, village or township district.

1980-1981

1980-1981

1980-1981

1980-1981

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CHAPTER VII

RECREATION AND CULTURAL RESOURCES

1980-1981

1980-1981

1980-1981

1980-1981

CHAPTER VII

RECREATIONAL AND CULTURAL RESOURCES

INTRODUCTION

The City of West Sacramento has a variety of recreational, cultural, and archaeological resources. These resources take several forms ranging from the contemporary city and its open space resource through the rich historic settlement and development periods, to the ethnography and archaeological resources of the native American period.

Although no original research and fieldwork was conducted in the development of this chapter, numerous published sources and many public agencies and individuals involved in cultural, historical, and archaeological resources in the West Sacramento area were consulted.

PARKS AND RECREATION

Parks in West Sacramento are operated and maintained by the City. Until the City's incorporation on January 1, 1987, parks and public recreational facilities were operated by the East Yolo Community Services District (EYCSD). The EYCSD had a neighborhood park standard goal of four acres per 1,000 population served.

Park Classifications

In conjunction with the preparation of its Parks Master Plan, the City's Department of Parks and Community Services has set up a system of classification for parks within West Sacramento. The following paragraphs summarize the City's park classification system.

Mini Parks: Mini parks primarily serve the recreation needs of a small portion of the city, providing smaller neighborhoods with passive recreation activities. Because of maintenance costs and the lack of recreational activities, mini-parks are inefficient, and the City does not encourage their development. If, however, they are developed, they should meet the following general standards:

- Service area radius of one-quarter mile.
- One-quarter to three acres in size.
- Serve specific group population (i.e., tots, seniors, or picnicking residents).
- Location near apartment complexes, townhouses, or housing for the elderly.
- Use where larger parks are not feasible.

Playfields: Playfields provide opportunities for organized recreation activities for a younger population, usually elementary school children. They are most frequently developed in conjunction with schools, but they may also be part of a neighborhood park. When developed, playfields should meet the following general criteria:

- Service area radius of one-half mile.
- Service area population of 3,000 to 5,000 residents.
- Serve primarily elementary school children.
- Joint-use with school.

Neighborhood Parks: Neighborhood parks should fulfill intense recreation needs by providing playing fields and courts, picnic facilities, and playground apparatus. The optimum site for a neighborhood park is in the center of a neighborhood within a safe walking or bicycling distance

of neighborhood residents. When developed, playfields should meet the following general criteria:

- Service area radius of one-half mile.
- Service area population of 5,000 residents.
- Three to ten acres in size.
- Potential joint-use with school.

Community Parks: Community parks represent the nucleus of the park system, where members of the entire community can congregate. They may include natural areas that can be used for recreation, such as nature trails for walking, viewing, and picnicking.

- 10 to 50 acres in size.
- Service area radius of two to four miles.
- Service area population of 3,000 to 5,000 residents.
- Facilities may include a gymnasium, lighted fields and courts, multi-purpose rooms suitable for recreation programs (e.g., teenage after-school programs, meetings, and non-programmed recreation).

Regional Parks: Regional parks are developed to serve more than one community. They should provide as many diverse recreational activities as possible. They should also make use of the area's unique natural resources. Regional parks should be a minimum of 50 acres in size.

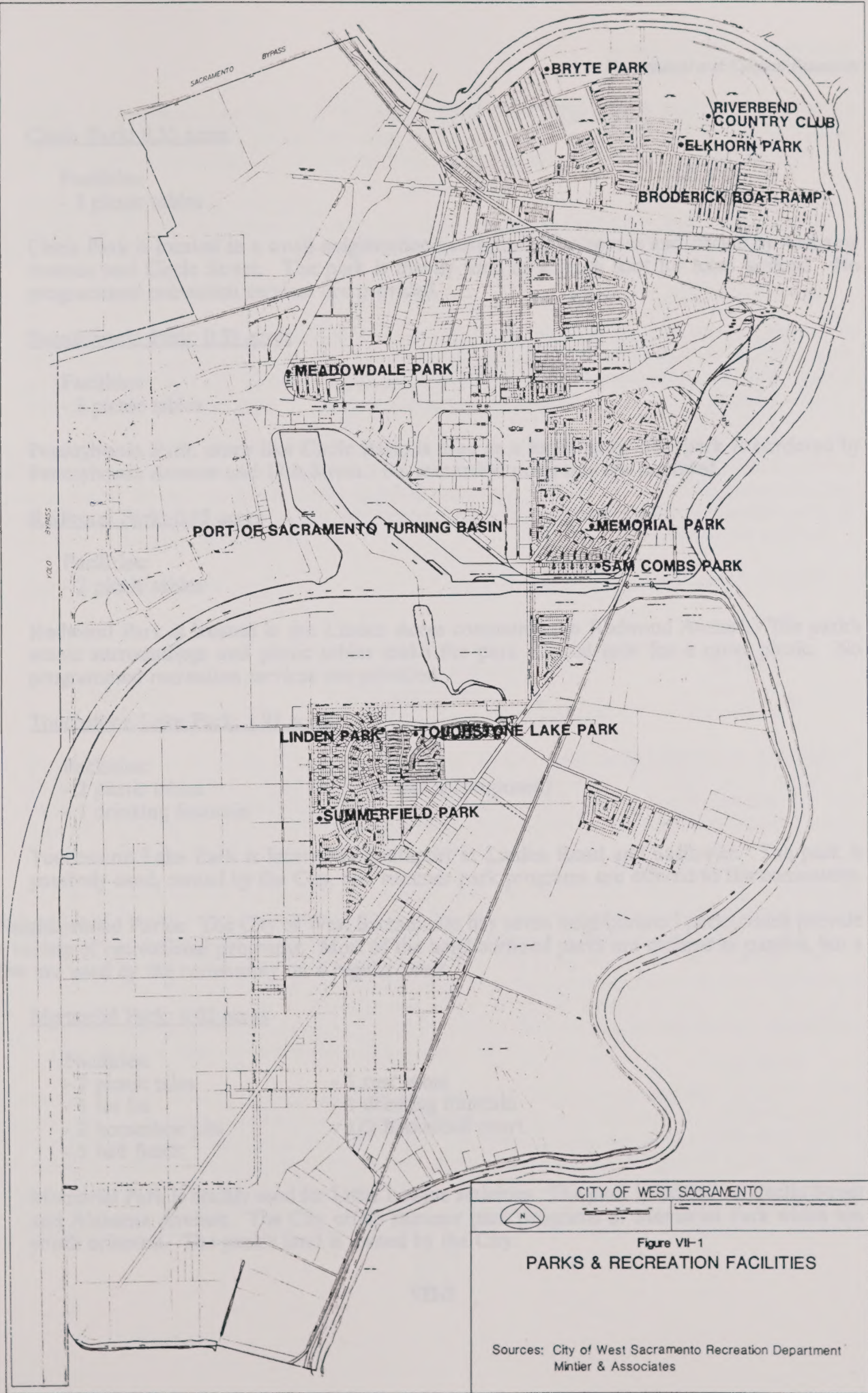
Linear Parks: Linear parks are developed to enhance recreation facilities and promote recreational travel. They should be built along natural corridors, such as rivers, areas of natural vegetation, and canals. In addition, linear parks should be wide enough to protect resources, such as riparian habitats, waterways, and wildlife corridors. Where possible, linear parks should be used to link other recreational components and community facilities of the city and surrounding areas. When developed, linear parks should meet the following standards:

- Developed for various types of recreational travel, such as hiking, biking, or horseback riding.
- May include active play areas.
- Emphasis should be placed on development of two-way bike paths (Class I).
- Follow standards provided in the Caltrans *Highway Design Manual*.
- Paths should serve joggers, walkers, and horseback riders, as well as bicyclists.
- Access for emergency and maintenance vehicles must be provided.

Inventory of Existing Facilities

As part of the preparation of its Parks Master Plan, the City of West Sacramento Department of Parks and Community Services conducted an inventory of recreation facilities available in West Sacramento, including both City-owned and operated sites and sites leased from the Washington Unified School District and the Port of Sacramento. The City currently operates 12 parks sites comprising of approximately 48 acres. West Sacramento's parks and their facilities are listed below and their locations are shown in Figure VII-1.

Mini-Parks: The City of West Sacramento has four mini-parks. These parks are Circle Park, Pennsylvania Park, Touchstone Park, and Redwood Park. Both Circle Park and Pennsylvania Park are mainly used as a lunch spot for local workers. The parkland is all owned by the City and all of these parks are passively used.



CITY OF WEST SACRAMENTO



Figure VII-1

PARKS & RECREATION FACILITIES

Sources: City of West Sacramento Recreation Department
Mintier & Associates



STATE OF NEW YORK

IN SENATE
JANUARY 1, 1901

Circle Park: 0.33 acres

Facilities:

- 3 picnic tables

Circle Park is located in a small neighborhood surrounded by houses and circled by Alabama Avenue and Circle Street. The park is mainly used as a lunch spot for local workers. No programmed recreation services are provided.

Pennsylvania Park: 0.53 acres

Facilities:

- 3 picnic tables

Pennsylvania Park, much like Circle Park, is used as a lunch spot. The park is bordered by Pennsylvania Avenue and 17th Street. No recreation programs are provided.

Redwood Park: 0.45 acres

Facilities:

- 2 picnic tables

Redwood Park is located in the Linden Acres community on Redwood Avenue. The park's scenic surroundings and picnic tables make the park a good spot for a quiet picnic. No programmed recreation services are provided.

Touchstone Lake Park: 1.93 acres

Facilities:

- 2 picnic tables
- 2 BBQs (proposed)
- 1 drinking fountain

Touchstone Lake Park is located in Southport at Linden Road and Safflower. The park is passively used, owned by the City, and summer park programs are offered to the community.

Neighborhood Parks: The City of West Sacramento has seven neighborhood parks which provide a variety of recreational programs. Most of the neighborhood parks are defined as passive, but a few are used by the community on a regular basis.

Memorial Park: 4.02 acres

Facilities:

- 2 picnic tables
- 1 rest room
- 1 tot lot
- 1 drinking fountain
- 2 horseshoe pits
- 1/2 basketball court
- 3 ball fields

Memorial Park is mainly used for Little League activities. The park is located on Euclid Street and Alabama Avenue. The City offers summer park programs at Memorial Park which are youth oriented. The park's land is owned by the City.

Summerfield Park: 8.92 acres

Facilities:

- soccer field

Summerfield Park, located at Linden Road, is yet to be fully developed. The park's perimeter is now used for walking and jogging and the field for soccer. The land is owned by the City.

Sam Combs Park: 4.39 acres

Facilities:

- 6 picnic tables
- 2 BBQs
- 1 tot lot
- drinking fountain
- recreation center

Sam Combs Park is located on Stone Boulevard. Sam Combs Park is owned by the Port. The City leases the land and owns the recreation building, which is largely used by senior citizens. The recreation building also provides other recreation programs to the community. Off street parking is provided.

Elkhorn Park: 5.20 acres

Facilities:

- 6 group picnic tables
- 6 BBQs
- 1 tot lot
- 1 bike rack
- 1 confidence course
- 1 drinking fountain
- 1 shade structure

Meadowdale Park: 3.58 acres

Facilities:

- 5 picnic tables
- 1 tot lot
- 1 drinking fountain
- 1 shade structure
- 1 bike rack

Meadowdale Park is owned by the City and is located near Interstate 80 and West Capitol Avenue. Meadowdale Park is a passive park and mainly used as a lunch spot. Meadowdale Park provides summer park programs to the community's youth and off street parking is also available.

Linden Park: 3.64 acres

Facilities:

- 3 picnic tables
- 2 BBQs
- 1 tot lot
- 1 drinking fountain
- 1 bike rack

Linden Park is owned by the City. The park is passively used and located at Linden Road and Summerfield Drive. The public has access to electricity with permit. Linden Park, like many of the neighborhood parks, provides the community's youth with summer park programs.

Broderick Boat Ramp -- 4.0 acres

Facilities:

- 1 rest room
- 1 drinking fountain

The City of West Sacramento owns Broderick Boat Ramp, which is generally passive. Broderick Boat Ramp is located on 4th Street. The boat ramp is used, but users avoid leaving their cars parked without lighting. The boat ramp has picnic facilities for the community to use and public restrooms are also available.

Community Parks: The City of West Sacramento has one community park. Bryte Park provides recreational facilities and programs to all of West Sacramento's community. Although West Sacramento is limited to one community park, the City offers a variety of programs to the community at different locations. The City plans to develop its park system in the future, which will include more community parks.

Bryte Park: 11.4 acres

Facilities:

- | | |
|---------------------|--------------------------------|
| - 5 picnic tables | - 2 soccer fields |
| - 1 tot lot | - 2 exercise course |
| - 3 ball fields | - 1 bike rack |
| - 1 shade structure | - 1 basketball court (lighted) |

Bryte Park is leased by the City from the School District and is the City's most active park. Bryte Park is located on Todhunter Avenue and Carrie Street. The park has a variety of facilities and services which the community can use. Electricity is available for public use. Recently, the Department of Parks and Community Services has acquired additional acreage for Bryte Park from the School District.

The City's Department of Parks and Community Services also offers a number of recreational programs and activities at no or minimal cost. Activities include adult softball leagues, senior citizen activities, youth activities, aquatic programs, and leisure enrichment classes.

Other recreational facilities and activities available in West Sacramento include boating and fishing on the Sacramento River, a KOA Campground with 150 spaces located at 4851 Lake Road, the Riverbend 18-hole golf course and country club located in the northeast corner of the city, and the El Rancho Bowling Alley on West Capitol Avenue.

A number of parks have been proposed in conjunction with major development proposals in West Sacramento. The Lighthouse Marina Project proposes a 23-acre public park to run the full length of the riverfront. The Lighthouse Marina Project also proposes another public park connected to the existing 4.5 acre Broderick Boat Ramp and picnic area, resulting in a 6 acre park. Adopted park goals call for more active urban and evening use to be on the south end of the park, in and around the marina, with more passive and daytime recreational use to occur at the north end. The park will provide safe public recreational river access for the full length of the riverfront, and will

be designed to be usable by low-income, disabled, and elderly people. It will include recreational opportunities for a variety of water-dependent recreational interests (e.g., fishing, swimming, boating, water skiing), as well as picnicking, jogging, walking, and general enjoyment of the outdoors. In addition, the Lighthouse Marina Project will participate in constructing a new inland public park. This park will include active recreational facilities, such as playing fields and baseball diamonds.

MARINA DEVELOPMENT

Because of its location on the Sacramento River, West Sacramento has several potential sites for marina developments. Currently, there are five marinas with mooring facilities along the West Sacramento bank of the river (see Table VII-1). The *Sacramento River Marina Carrying Capacity Study*, published in August 1986 by the California State Lands Commission, concluded generally that the river had not yet reached levels of crowding that would constrain further marina development, but that the stretch of river north of the Tower Bridge to the Interstate 80 overpass had exceeded its capacity to jointly support marinas and rapidly-traveling boat traffic. The study recommended that any future marina development along this stretch be in-stream, as is the planned Lighthouse Marina in West Sacramento. According to the study, no other new marina projects had been proposed in West Sacramento, although Sherwood Harbor was planning an expansion its existing facilities.

TABLE VII-1

EXISTING AND PROPOSED MARINAS
on Sacramento River in West Sacramento
August 1986

Marina Name	Existing or Proposed	Design Capacity	Vessels Moored	Proposed New Berths
River Galley	E	31	21	
Viewpoint Marina	E	44	30	
Sacramento Yacht Club	E	62	43	
Sherwood Harbor	E	45	47	62
Lighthouse Marina	P			800

Source: California State Lands Commission, *Sacramento River Carrying Capacity Study*, August 1986.

HISTORICAL AND CULTURAL RESOURCES

Historical Development

The historical development of the area which now comprises West Sacramento can be divided into five distinct settlement phases: (1) Native American; (2) European and Euro-Americans; (3) Gold Rush and Early Economic Development; (4) Reclamation and Land Boom; and (5) Postwar Boom. Following are brief summaries of each of these development phases.

Native American

The natural environment of the planning area originally consisted of lush riparian forests of oak, sycamore, willow, cottonwood, and alders along the banks of the Sacramento River. Inland from the forests were grasslands and marsh areas overgrown with giant tules. The Sacramento and American Rivers would regularly overflow their banks during winter rains and spring thaw periods, subjecting the lands adjacent to the rivers to flooding. The rivers, over time, created natural levees five to twenty feet high on the river banks. This high ground attracted the first human inhabitants to what is now West Sacramento.

The first native inhabitants of present West Sacramento were the Patwin Indians who settled the area about 4,000 years ago and lived on the west bank of the Sacramento River. The east bank of the river was occupied by the Plains Miwok and Nisenan tribes, but because the river overflowed and shifted its channel the boundary was not fixed between these groups, and they frequently crossed the river to engage in commerce or warfare. The villages of these Indians were located on the high ground close to the river. When the river overflowed during the winter months, the Indians would move to higher ground beyond the tule marshes.

These groups settled near the river primarily to take advantage of the animal and plant habitat that the river and riparian forests provided. The forests and grasslands attracted deer, elk, antelope, rabbits, and other animals; the marshes attracted ducks, geese, and swans; while the river contained salmon, sturgeon, eels, and other kinds of fish. The oak forests provided acorns, the primary staple food of the Indians. Other edible vegetation included roots, berries, wild grapes, and mushrooms. The tules and grasses were cut to make baskets, fishing nets, and boats.

The Indians also altered their environment to suit their needs. They used fires to control the growth of brush and promote the growth of seed-producing plants and grasses in forest and grassland areas. The result in woodland areas was to produce an open park-like environment productive of acorns, grass seed, and feed that would attract game animals.

The Indian population of the Sacramento area settled along rivers and creeks in large villages of up to 500 people. Occupation of the plains area was sparse and seasonal due to flooding in winter and dryness during summer. The maximum political unit was the triblet, consisting of one primary and several satellite villages each led by a chief. These Indian groups relied on hunting, gathering wild plant foods, and fishing for subsistence. Permanent dwellings and ceremonial halls consisted of earth-covered, semisubterranean structures with a circular form. Other dwelling types consisted of conical houses of tule matting. Trade patterns of these tribes extended from the coast to the Sierras, and involved most Indian groups in the Sacramento Valley.

Contacts between valley Indians and Euro-American settlers and explorers during the 19th century were disastrous for the Indians. The ease with which Euro-Americans moved into the Sacramento Valley and settled can in part be attributed to the drastic decrease in the Indian population. The decrease resulted from missionization of some of the Indians beginning around 1800, deaths from raids and military forays by settlers, and acquisition of Indian laborers to work the white settler's farms and ranches.

The greatest population reduction was caused by diseases introduced by Euro-American explorers and settlers. The malarial epidemic of 1833 and the smallpox epidemic of 1837 were estimated to have wiped out 75 percent of the native population in the Sacramento Valley. The native population of the Valley around the end of the 18th century at first contact with Euro-Americans is estimated to be as high as 76,000.

European and Euro-Americans

The first Spanish explorers entered the Central Valley in order to neutralize the valley as a base for Indian raids on coastal missions, prevent the valley from becoming a refuge for escaped neophyte Indians from the missions, and find suitable sites for missions. In September 1808, Ensign Gabriel Moraga reached the confluence of the Sacramento and American Rivers. He was followed by expeditions led by Luis Arguello in 1817 and 1821, and by Jedediah Smith, the first American explorer, in 1826.

English, American, and French fur trappers and hunters followed, attracted by the valley's abundance of animal life. It was these explorers, trappers, and hunters who brought the diseases that devastated the Indian population during the first half of the 19th century.

With the founding of the Mexican Republic in 1823, the California economy began to shift from the missions to large landed estates or ranchos. John Sutter was the first white settler in the lower Sacramento Valley and was given a land grant by the Mexican government in 1841 on the east side of the Sacramento River.

The first white settler in the West Sacramento area was a Flemish traveler named Jan Lows de Swart or John Schwartz, who arrived at Sutter's Fort in 1841 after traveling overland from Missouri with the Bartleson-Bidwell wagon train. Swart built a shack in 1843 or 1844 on the west bank of the Sacramento River six miles south of the mouth of the American River. In 1845, Swart applied to the Mexican Governor for a land grant along the west bank of the Sacramento River from present day Bryte south to Merritt Island. Swart named his estate Nueva Flandria. Swart raised vegetables and pickled salmon on his land.

Other early land owners in the area were George W. Bellamy, who claimed to have bought a rancho in 1844 that extended from present day Knight's Landing to Lake Washington and overlapped Swart's claim. In 1846, James McDowell purportedly bought 600 acres from Swart in what is now Broderick.

Gold Rush and Early Economic Development

With the coming of the Gold Rush and the massive population influx, entrepreneurs recognized that fortunes could be made providing food and ferryboat services and selling land to miners. The miners either came up the river or debarked at Benicia and traveled overland through Yolo County to Sacramento. Swart sold these travelers vegetables and fish, while others operated ferries between the present site of Broderick and Sacramento.

Many of the miners returned from the mountains to settle in the valley. Both Swart and Bellamy sold parts of their land grants to these new settlers. In May 1848, James McDowell was killed in a drunken brawl in Sacramento. His widow, Margaret, had the land next to her garden surveyed and a town plat laid down. She called the new town Washington (present day Broderick) and sold the first town lot in November of 1849.

The development of Washington was tied to the growth of Sacramento. Ease of transportation was the key to the development of the Sacramento Valley and the steamboat was the most efficient and fastest form of transportation. The Sacramento River and its tributaries acted as the major commercial lifeline of the central valley until the railroads were completed in the late 1860s.

Sacramento developed as a river port in part because of a sandbar at the mouth of the American River, which forced large river steamers to unload their cargoes at Sacramento, where it was then transhipped by smaller steamboats to destinations further upstream. Because of its location across the river from Sacramento, Washington became the steamboat repair center for the valley. A shipyard was established on the riverbank in 1859 and remained in operation for until it was destroyed by a fire in 1936, thus ending the riverboat era of West Sacramento's waterfront.

Washington was also the intersecting point for roads leading to Sacramento from the north, south, and west. Some residents of Washington made a living catering to the needs of travelers passing through the town; they established hotels, inns, saloons, and ferry lines.

Other residents supplied the markets of San Francisco and Sacramento with food products. The first salmon cannery on the Pacific Coast was established on the Washington riverbank in 1864. The greatest wealth, however, was achieved through agriculture. Vegetables were widely grown and a dairy industry flourished in the tule lands outside of town.

Fruit orchards were another growing industry. One of the most successful fruit growers was Charles Wesley Reed, who owned a nursery and extensive fruit orchards just south of Washington. With the completion of the transcontinental railroad in 1869, Reed became one of the first California farmers to ship fresh fruit to the east by rail.

Despite many advantages, Washington did not develop like Sacramento because of a combination of economic, political, and natural factors. In 1857, a bridge was built where the present I Street bridge stands. It reduced business for Washington ferrymen and eliminated the necessity for travelers to stop in Washington. By 1870, Washington had been bypassed by several important railroad junctions and ceased to be a railhead with the completion of a railroad bridge to Sacramento.

Washington was plagued by annual flooding. As a result, the Yolo County seat was moved to Woodland in 1862. Unlike Sacramento, which by 1871 had raised its streets and built higher levees, Washington had to endure flooding because it lacked the capital necessary to finance such a project. Until the end of the 19th Century, Washington continued to be a small rural town that relied on farming and boat building and repair to maintain its economy.

Reclamation and Land Boom

Up to 1900, reclamation and flood control in the Sacramento Valley was limited to a local, haphazard basis. After 1900, a convergence of economic, political, and natural events led to the adoption of a government-sponsored master plan for flood control and reclamation.

The main spur for reclamation and flood control was economic. Wealthy investors from San Francisco and the East Coast realized that large profits could be made from land development in the Sacramento Basin if flooding was controlled and the land reclaimed. Over 600 acres of swamp and overflowed land south of Washington was purchased for less than \$100 by investors who in turn sold it for over \$300,000 to the West Sacramento Land Company, the main development company in eastern Yolo County.

These swamp land entrepreneurs pressured the federal and state governments to adopt a master plan for reclamation and flood control for the Sacramento Basin. Other factors that assisted in the speedy adoption of a comprehensive plan were a series of major floods from 1902 to 1909, the

construction of the Panama Canal, which opened new markets to valley farmers, and the growth of the Progressive movement, which encouraged stronger government intervention into society.

The Sacramento Flood Control Plan was adopted in 1911. By 1917, most of the levees along the river, the Yolo and Sacramento Bypasses, and the Sacramento Weir were completed. The first Yolo Causeway was completed in 1916 and gave Sacramento a direct year-round auto route to Yolo and Solano Counties and San Francisco.

In 1914, the town of Washington adopted the name of Broderick. During this period other communities were created in present West Sacramento. The old Bryte ranch was subdivided into town lots and small farm plots in 1910 and became known as Riverbank, present day Bryte. Italian, Portuguese, Russian, and Japanese immigrants came to Riverbank in search of inexpensive farm land.

In 1913, the West Sacramento Company, which had taken over the West Sacramento Land Company, laid out a subdivision called West Sacramento, originally designed as a model community. Nevertheless, most of the land continued to be rural. The company also sought industries to occupy its riverfront property and managed to attract a rice mill and hop distribution plant.

Between 1920 and 1940, East Yolo developed very slowly. Its population increased from 2,638 in 1920 to 5,185 in 1940. The area remained rural, with farming as the main economic activity. During this period, the residents of East Yolo continued to provide support for the transportation sector. The shipyards overhauled and repaired river vessels until fire destroyed them in 1936, while the main east-west line of the Southern Pacific ran through Broderick.

Motor traffic through East Yolo increased dramatically during this period because U.S. 40, present day West Capitol Avenue, ran directly through West Sacramento to the Yolo Causeway. By the early 1920s, the residents of East Yolo began to cater to motorists with filling stations, auto courts, and motels.

Postwar Boom

The economy of East Yolo improved during World War II with the rise in farm prices and the increase in river traffic. The postwar period began the most dramatic economic and population increases in East Yolo. The population went from 11,225 in 1950 to 25,032 by 1960. Much of this growth was due to the establishment of the Port of Sacramento, which began construction in 1949 and began operation in 1963.

In its first twenty years of operation, from 1963 to 1983, the Port and adjacent industrial park are estimated to have generated 7,200 new jobs and 135 million new dollars for the local economy. Because East Yolo possessed cheap, level land, and was close to the port and major highways, commercial and industrial firms such as trucking companies and rice processing plants established themselves on the vacant land near the river. The West Sacramento area rapidly became a major distribution center for the central Sacramento Valley.

With the relocation of Interstate 80 Freeway to the south of the old highway in 1954, West Capitol Avenue was abandoned as the major thoroughfare leading to Sacramento from the west. Business along the West Capitol Avenue strip fell off dramatically for both motels and auto-oriented commercial facilities.

The idea of incorporation was not new to the residents of East Yolo in the second half of the 20th century. In 1893, a petition was circulated advocating the incorporation of Washington. It failed, as did efforts in 1901, 1914, and 1917. Incorporation was finally put on the ballot in 1968. The measure proposed to incorporate Broderick, Bryte, and West Sacramento as one city. The measure was rejected in 1968, and again in 1972, largely due to factionalism. After further study, a measure to incorporate East Yolo County, including the communities of Broderick, Bryte, West Sacramento, and Southport, was approved by voters in June of 1986. The City of West Sacramento came into existence on January 1, 1987.

HISTORIC SITES AND BUILDINGS

In 1986 the Yolo County Community Development Agency prepared a historic resources survey of historic buildings and sites in the county. The sites surveyed are listed in Table VII-2 and shown in Figure VII-2.

The physical characteristics of many residential buildings in Bryte and Broderick are distinctive. Nineteenth century residences in Broderick were elevated to avoid damage from the periodic flooding. Most of those residences within Bryte, however, were constructed after the large reclamation projects and are on ground level and of more conventional design.

Two of the survey's listed historic sites are on the National Register of Historic Places: the I Street Bridge and the Tower Bridge. The site of the first Pacific Coast Salmon Cannery has been designated as a Registered National Historic Landmark. At least two of the listed historic buildings are eligible for National Register Nomination: the Washington Water Company Water Tower and the Rice Grower's Association Mill.

The Yolo County Historic Resources Survey is incomplete, and a more detailed analysis may be necessary to support historic preservation efforts in West Sacramento.

ARCHAEOLOGICAL RESOURCES

The Northwest Information Center of the California Archeological Inventory completed a records search for the West Sacramento General Plan project on January 8, 1988. Figure VII-3 shows areas within West Sacramento which have been identified as containing known cultural resources (cultural resource zones) and areas which have been surveyed for archaeological resources (archaeological resource zones). It should be noted that the areas identified as archaeological resource zones do not necessarily contain such resources; they have simply been surveyed and information on the possible existence of archaeological resources is available and should be consulted before proceeding with any activity which might be disruptive. On the other hand, areas not identified as archaeological resource zones may contain such resources, but have not been surveyed.

According to the Archaeological Inventory, prehistoric archaeological sites in the West Sacramento area tend to be located along watercourses, at or near vegetation ecotones, at the edge of former marsh boundaries, and in elevated areas above the floodplain. The West Sacramento area contains numerous unsurveyed areas which contain one or more of these environmental features, so it is possible that there are additional prehistoric archaeological resources within the unsurveyed portion of the area.

TABLE VII-2

HISTORIC SITES AND BUILDINGS

Map ID Number	Name	Address	Date Constructed	Original Use	Present Use
1	Washington Water Company	231 F Street	1916	Water Tower	Water Tower
2	Hanson House	405 Second Street	1890	Residence	Demolished
3	John White House	610 Second Street	1868	Residence	Demolished
4	Bridge View Market	322-26 Third Street	1930	Market/Apartment	Market/Apartment
5	Church of Christ	315 Fourth Street	1915	Church	Church
6	Ernest Klefman House	329 Fourth Street	1910	Residence	Residence
7	Auto Court	641 Fifth Street	1930	Auto Court	Residences
8	Nina's Deli	316 Sixth Street	1929	Commercial	Commercial
9	Marty House	430 Sixth Street	1870	Residence	Residence
10	Two Houses	317 and 319 C Street	1895/1908	Residence	Demolished
11	Senator Garage	521 C Street	1915	Auto Garage	Garage/Gas Station
12	Star Auto Court	328 F Street	1928	Auto Court	Auto Court
13	Bertagna's Standard	606 Sacramento Avenue	1934	Gas Station	None
14	House	524 Hobson	1910	Residence	Residence
15	San Pedro Church and Park	712 Hobson	1944	Chapel/Picnic Grounds	Chapel/Picnic
16	Caffero House	1549 Hobson	1900	Residence	Ground
17	House	700 Water Street	1915	Store and Residence	Residence
18	Church of the Holy Myrrh- Bearing Women	833 Water Street	1927	Church and Hall	Residence Church and Hall
19	Rice Grower's Association	901 S. River Road	1918 with Subsequent Additions	Rice Mill	Rice Mill
20	Sacramento Weir/Yolo Bypass	CR22 between CR126 & CR127	1916-1917	Weir	Weir
21	Club Pheasant	Jefferson Boulevard, Box 8022	1913	Soils Lab	Restaurant
22	Two Residential Blocks	500 Block Third/400 Block Third	1890	Residential	Residential
23	I Street Bridge ¹	State Highway 16 Crossing the Sacramento River	1911	Bridge	Bridge
24	Tower Bridge ¹	State Highway 275 Crossing the Sacramento River	1934	Bridge	Bridge
25	Valley Oak Groves	Southport	100-400 Years Old	Oak Groves	Oak Groves
26	First Pacific Coast Salmon Cannery ²	On Sacramento River opposite foot of K Street in Sacramento	Operated 1864 to 1866	Salmon Cannery	No remains; site marked with plaque

¹On National Register of Historic Places²Registered National Historic Land Mark

Sources: Yolo County Historic Resources Survey, Yolo County Community Development Agency, 1986; National Survey of Historic Sites and Buildings, U.S. Department of Interior, 1964; City of West Sacramento Community Development Department, 1990.



Figure VII-2
HISTORIC SITES & BUILDINGS

(See Table VII-2)

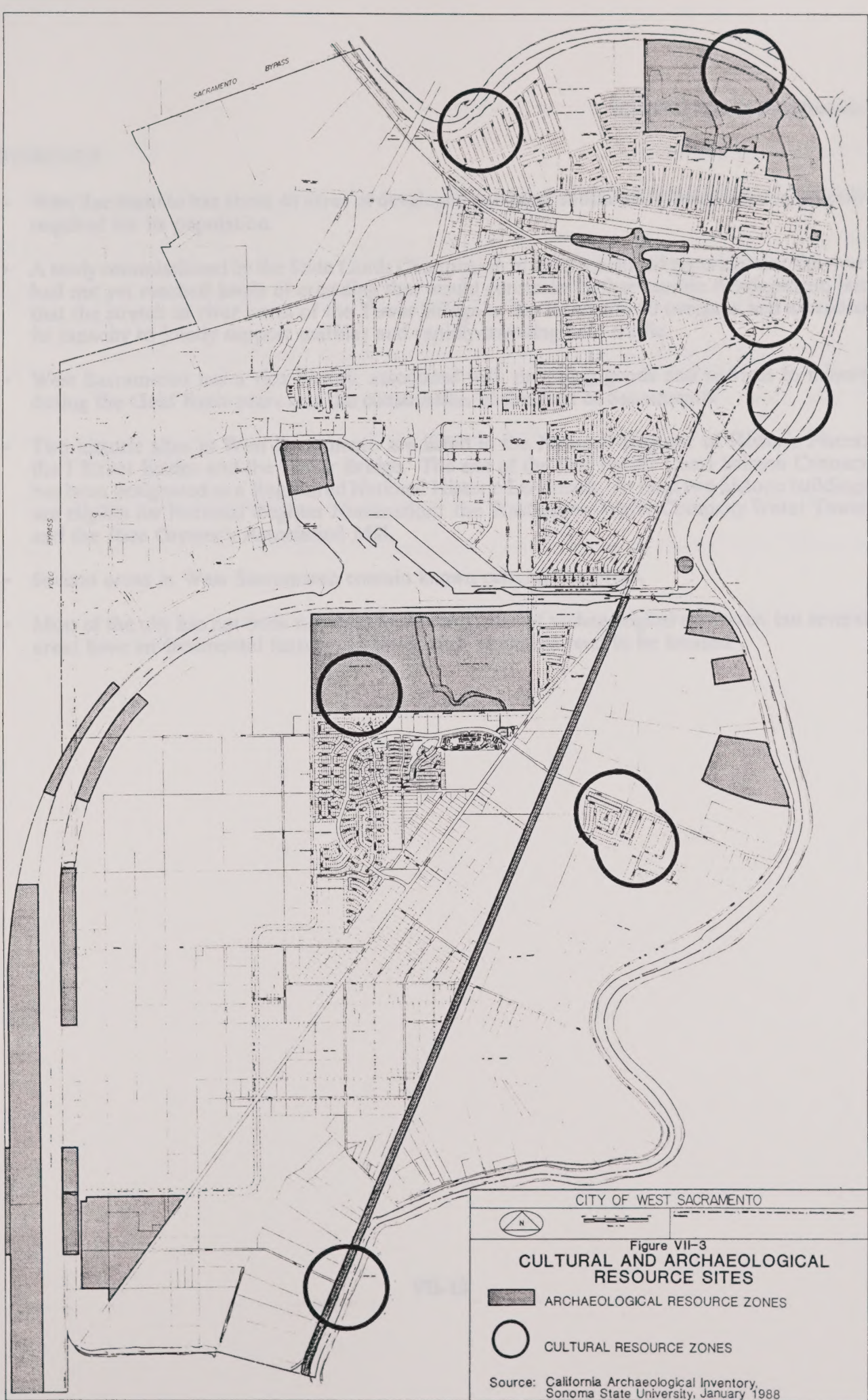


HISTORIC SITES & BUILDINGS

1900-1950

1900-1950

1900-1950





ADDITIONAL INFORMATION
OF COUNTRIES

See page 100 for details

For more information

See page 100 for details

FINDINGS

- West Sacramento has about 48 acres of developed parkland, substantially below what is typically required for its population.
- A study commissioned by the State Lands Commission in 1986 concluded generally that the river had not yet reached levels of crowding that would constrain further marina development, but that the stretch of river north of the Tower Bridge to the Interstate 80 overpass had exceeded its capacity to jointly support marinas and rapidly-traveling boat traffic.
- West Sacramento has a rich history, associated with providing goods and services to miners during the Gold Rush years and the construction of the Port of Sacramento.
- Two historic sites in West Sacramento are listed in the National Register of Historic Places: the I Street Bridge and the Tower Bridge. The site of the first Pacific Coast Salmon Cannery has been designated as a Registered National Historic Landmark. At least two historic buildings are eligible for National Register Nomination: the Washington Water Company Water Tower and the Rice Grower's Association Mill.
- Several areas in West Sacramento contain known cultural resources.
- Most of the city has not been surveyed for the existence of archaeological resources, but several areas have environmental features in which such resources tend to be located.

PERSONS CONSULTED

Dewante, Ann, Director of Recreation, City of West Sacramento

Gibson, Harry, Acting Director, City of West Sacramento Community Development Department

Napoli, Donald S., Historian, Office of Historic Preservation, California Department of Parks and Recreation

Roberts, Steve, Executive Director, West Sacramento District Chamber of Commerce

Wright, Rollie, Director of Parks and Community Service, City of West Sacramento

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NATURAL RESOURCES

INTRODUCTION

West Sacramento's natural resources--its water, its agricultural lands, soils, forests, vegetation, and fish and wildlife--contribute to the City's economy and are key elements in the quality of life of West Sacramento's residents. This chapter describes and assesses the natural resources.

WATER RESOURCES

The quantity, quality, and availability of water is critical both to agricultural and urban activities within any urban area. Water is essential to the development of housing, commerce and industry, to recreation, and to the maintenance of high quality fish and wildlife habitats. Wise and prudent planning and management of water resources is therefore critical to providing a sustainable economic base as well as providing important aesthetic amenities for the city.

West Sacramento, located on the central foothills of the Sacramento River, is bordered on the east by the Sacramento River, and on the west by the Yolo Bypass and the Sacramento Deep Water Ship Channel. The city is bounded to the north by the King Channel and Yolo Canal. The city is situated and protected by levees and is also characterized by a pattern of open ditches and drains. Water resources of the West Sacramento area are shown in Figure VIII-1.

Precipitation

The West Sacramento area has a mild, temperate Mediterranean climate during the summer and mild winters. During the winter, the city receives between

CHAPTER VIII

NATURAL RESOURCES

Annual annual precipitation for West Sacramento is about 45 inches, which is about 10% of the average annual precipitation which occurs between December and March seasonally. West Sacramento receives rain during the summer months from thunderstorms.

Sacramento River

The most significant water resource in West Sacramento is the Sacramento River, which borders West Sacramento on the east and northwest. The Sacramento River is the largest river in California. It originates in the Cascade and Trinity Mountains of eastern California and flows through the Delta into Suisun Bay.

Average flow in the Sacramento River (at Sacramento) averages about 12.5 million cubic feet per year, which represents an average instantaneous flow of about 24,700 cubic feet per second (cfs). Seasonal flow varies dramatically throughout the year. It is highest during winter and spring, and lowest in late summer and fall. Average flow in the peak month (May) can reach 50,000 cfs per second, 2.4 times the average flow during September, the lowest flow month.

Flow in the highest flow periods, runoff is very intense. Spring rainfall causes high flows. In addition, high winds, waves, heavy storms in and about the river contribute to the highest elevations of the tributary mountains and cause periodic melting of the accumulated snowpack. These conditions produce the highest average flows in the Sacramento River. The highest flow in recent recorded times occurs in February 1980 when flow in the Sacramento River and the Yolo Bypass reached about 62,000 cfs, 2.5 times the average instantaneous flow of 24,700 cfs.

CHAPTER VIII

NATURAL RESOURCES

CHAPTER VIII

NATURAL RESOURCES

INTRODUCTION

West Sacramento's natural resources--its water, air, agricultural lands, soils, minerals, vegetation, and fish and wildlife--contribute to the City's economy and are key elements in the quality of life of West Sacramento's residents. This chapter inventories and assesses the area's natural resources.

WATER RESOURCES

The quantity, quality, and availability of water is vital to both natural processes and human activities within any urban area. Water is essential to the development of housing, commerce and industry, to recreation, and to the maintenance of high quality fish and wildlife habitats. Wise and prudent planning and management of water resources is therefore central to providing a sustainable economic base as well as providing important scenic amenities for the city.

West Sacramento, located on the natural floodplain of the Sacramento River, is bordered on the east by the Sacramento River, and on the west by the Yolo Bypass and the Sacramento Deep Water Ship Channel. The city is bisected by the Ship Channel and barge canal. The area is reclaimed land protected by levees and is also characterized by a pattern of open ditches and canals. Water resources of the West Sacramento area are shown in Figure VIII-1.

Precipitation

The West Sacramento area has a mild, two-season Mediterranean climate. Temperatures during the summer can climb above 100°F and during the winter can dip below freezing.

Normal annual precipitation for West Sacramento is 18.10 inches. Approximately 90 percent of the average annual precipitation occurs between December and March; occasionally, West Sacramento receives rain during the summer months from thunderstorms.

Sacramento River

The most significant water resource in West Sacramento is the Sacramento River, which borders West Sacramento on the east and northeast. The Sacramento River is the largest river in California. It originates in the Cascade and Trinity Mountains of northern California and flows through the Delta into Suisun Bay.

Stream flow in the Sacramento River (at Sacramento) averages about 17.9 million acre-feet per year, which represents an average instantaneous flow of about 24,700 cubic feet per second (cfs). Stream flow varies dramatically throughout the year. It is highest during winter and spring and lowest in late summer and fall. Average flow in the peak month (May) can reach six feet per second, 5.6 times the average flow during September, the lowest flow month.

Even in the highest flow periods, runoff can vary substantially. Spring snowmelt causes high flows. In addition, lengthy, warm, heavy storms in mid-winter bring rain to the highest elevations of the tributary mountains and cause partial melting of the accumulated snowpack. These episodes produce the highest stream flows in the Sacramento River. The highest flows on record resulted from storms in February 1986 when flow in the Sacramento River and the Yolo Bypass reached about 642,000 cfs, 26 times the average instantaneous flow of 24,700 cfs.

Historic flows in the lower Sacramento River have gradually been regulated by construction of upstream reservoirs, notably Lake Shasta on the Sacramento River, Oroville Reservoir on the Feather River, New Bullards Bar Reservoir on the Yuba River, and Folsom Dam on the American River. Storage and releases of water in these reservoirs has resulted in a reduction in the peak flows and an increase in average summer flows.

Surface Water Quality

The Sacramento River is an excellent quality raw water source for municipal use. However, upstream water management and use can affect the quality of water in the Sacramento River. Regulation of stream flow, which reduces high water flows and increases summer and fall flows, substantially lessens water quality variations and enhances its suitability for municipal use. Flow is regulated by federal and state flood control and storage facilities.

Extensively irrigated agriculture upstream from West Sacramento tends to degrade Sacramento River water quality. During the spring and fall, irrigation return flows are discharged to drainage canals that flow into the river; during the winter, local runoff also flows over agricultural lands, increasing the turbidity in the water and introducing herbicides and pesticides into the river.

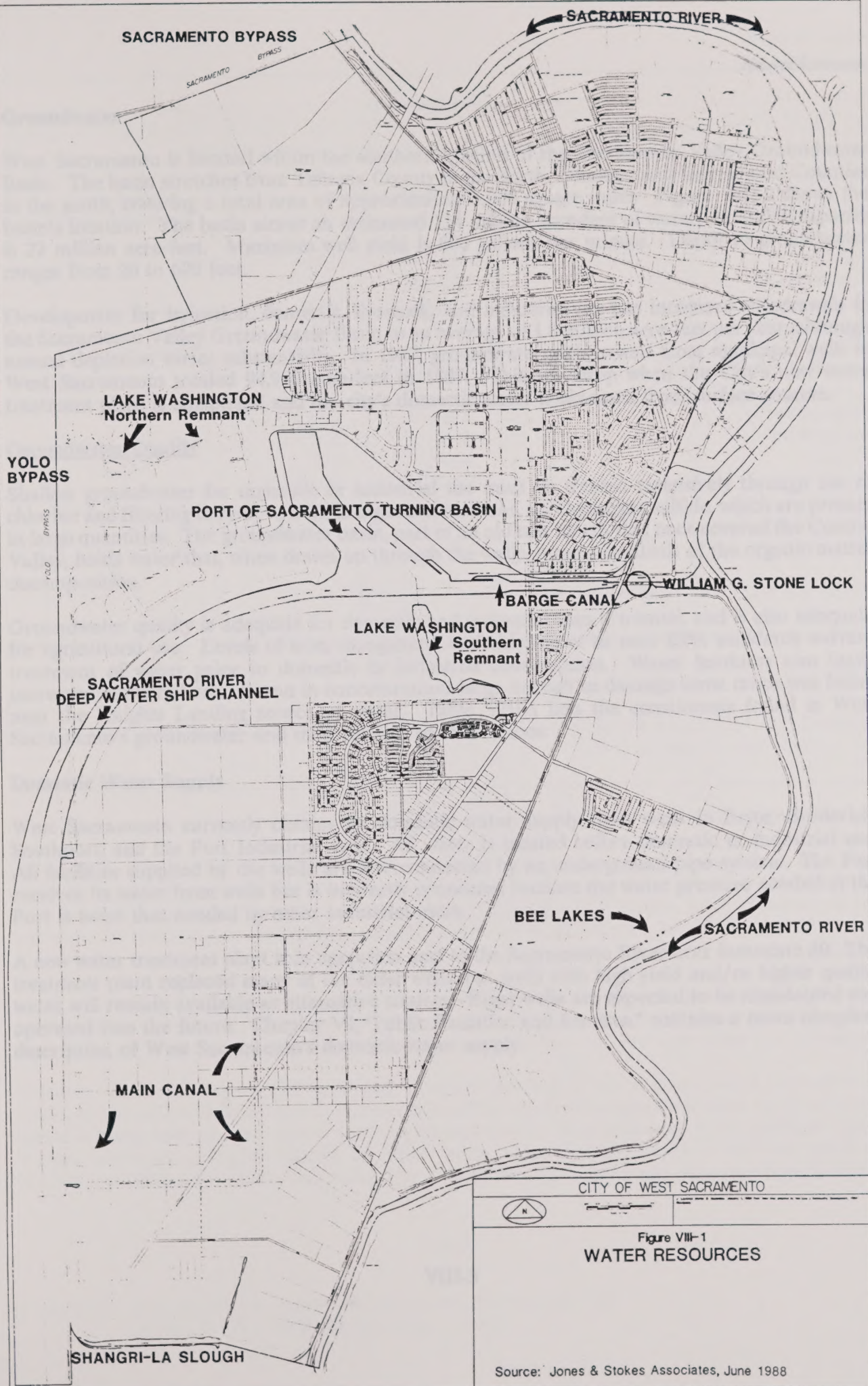
Intensive agriculture in the Sacramento Valley, especially pesticide-dependent rice farming, increases the concentration of compounds such as Ordram and Bolero. The California Department of Food and Agriculture, in cooperation with the State Water Resources Control Board, has implemented a tailwater management program for Sacramento Valley rice growers to reduce discharges of Ordram and Bolero into the Sacramento River.

The City of Sacramento monitors water quality in the Sacramento River on a daily basis. Samples taken at the City of Sacramento water intake indicate that river water in the vicinity of the East Yolo water intake has very low concentrations of total dissolved solids and has dissolved concentrations of heavy metals below laboratory analytical detection limits. The Sacramento River has historically been highly turbid and naturally carries high sediment loads. During peak regional storm events, the river's total sediment load often increases by several times its average levels.

Two urban storm runoff pumping stations are planned for installation above the East Yolo Water Treatment Plant intake. These stations will collect runoff from the North Natomas area. This runoff is expected to contain a variety of contaminants including household pesticides, sediments, natural organic matter, heavy metals, oil, and grease.

In 1988, 186 entities held National Pollution Discharge Elimination System (NPDES) permits for discharge into the Sacramento River above West Sacramento. Forty-six of these were wastewater treatment plants and eight were cooling water discharges. Most of the remaining permits were held by industrial dischargers such as food processing plants. Non-point source dischargers to the Sacramento River above West Sacramento included agricultural drains and urban runoff outlets. Other non-point sources generally do not require NPDES permits.

The Sacramento River supplies residential, commercial, and industrial water to the city through recharge of the groundwater basin beneath West Sacramento. Water is also pumped from the river for agricultural use. See Chapter VI, "Public Facilities and Services," for a discussion of water supply, consumption, and quality in West Sacramento.



CITY OF WEST SACRAMENTO

Figure VIII-1
WATER RESOURCES

Source: Jones & Stokes Associates, June 1988

Groundwater

West Sacramento is located within the southern portion of the Sacramento Valley Groundwater Basin. The basin stretches from Tehama County in the north to Solano and Sacramento Counties in the south, covering a total area of approximately 5,000 square miles. Figure VIII-2 shows the basin's location. The basin stores an estimated 114 million acre-feet of water; its usable capacity is 22 million acre-feet. Maximum well yield is 800 gallons per minute. Depth to groundwater ranges from 20 to 600 feet.

Development for irrigation, domestic, livestock, and industrial use has increased withdrawals in the Sacramento Valley Groundwater Basin to an average of 1.8 million acre-feet per year, although annual depletion varies substantially. In 1987, groundwater withdrawals from municipal wells in West Sacramento totaled 94,980 acre-feet in 1987. This will drop when the City's new water treatment plant is completed and the city's domestic water is obtained from surface sources.

Groundwater Quality

Shallow groundwater for domestic or industrial use must be treated extensively through use of chlorine and filtering to remove iron, manganese, methane, and hydrogen sulfide, which are present in large quantities. The groundwater basin, part of an old tule marsh that once covered the Central Valley, holds water that, when drawn up through the wells, retains residuals of the organic matter decomposition.

Groundwater quality is adequate for domestic and industrial uses if treated, and is also adequate for agricultural use. Levels of iron, manganese, and chloride at or near EPA standards warrant treatment of water prior to domestic or industrial consumption. Water hardness also limits untreated industrial use. Boron in concentrations large enough to damage some crops was found near the Knights Landing source of water. Table VIII-1 lists the constituents found in West Sacramento's groundwater and their relative concentrations.

Domestic Water Supply

West Sacramento currently obtains its domestic water supply from wells in Bryte, Broderick, Southport, and the Port Industrial area. All water is treated before domestic or industrial use. All facilities supplied by the wells are interconnected by an underground pipe system. The Port receives its water from wells but is indirectly connected because the water pressure needed at the Port is twice that needed by other industrial users.

A new water treatment plant is in operation next to the Sacramento River near Interstate 80. The treatment plant replaced many of the older wells, but wells with high yield and/or higher quality water will remain available as alternative sources. Eight wells are expected to be maintained and operated into the future. Chapter VI, "Public Facilities and Services," contains a more complete description of West Sacramento's domestic water supply.

TABLE VIII-1
GROUNDWATER QUALITY IN WEST SACRAMENTO

Constituent	Concentration ¹		Maximum Recommended ²
	Range	Mean	
Alkalinity ³	101-348	207.0	
Bicarbonate ³	101-348	207.0	
Calcium	14-65.9	38.0	
Carbonate ³	0-10	0.0	
Chloride	6.6-346	156.0	250.0
Electrical conductivity	207-1,400	804.0	
Iron	0.02-4.19	0.38	0.3
Magnesium	2.6-35.8	11.9	
Manganese	0.01-1.5	0.5	0.5
Nitrate	0.1-2.13	0.67	
Sodium	11-212	99.0	
Sulfate	0.6-108	16.0	250.0
Total hardness ³	57-311	192.0	
Turbidity	0.24-16	3.8	5.0

¹Units are mg/l unless otherwise noted

²California Drinking Water Standards Maximum Recommended Secondary Contaminant Levels

³Units are mg/l as CaCO₃

Source: *Lighthouse Marina Environmental Impact Report/Environmental Impact Statement*, by EDAW, Inc., San Francisco, 1986.

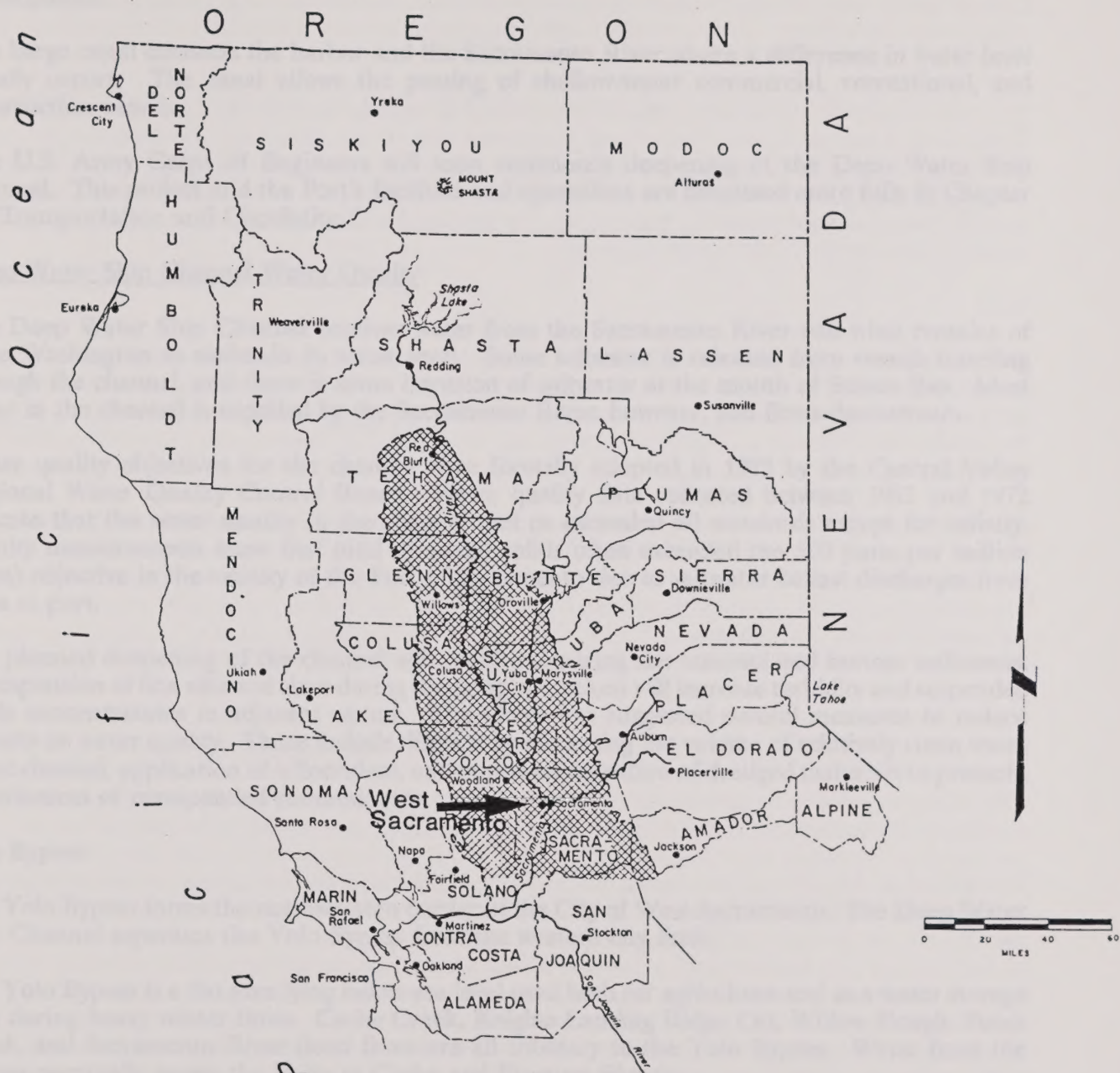
Port of Sacramento

The Port of Sacramento has several key elements. The Sacramento River Deep Water Ship Channel runs from the southwest corner of West Sacramento north to bisect the city, and meets the Sacramento River midway along the city's eastern border. Deep Water Ship Channel waters are used for commercial navigation, water supply, fishing, recreation, and disposal of irrigation return flows.

Lake Washington, now the site of the turning basin, was bisected by the construction of the Deep Water Ship Channel. The former Lake Washington now has three parts: the turning basin and two remnants, one south and one northeast of the turning basin.

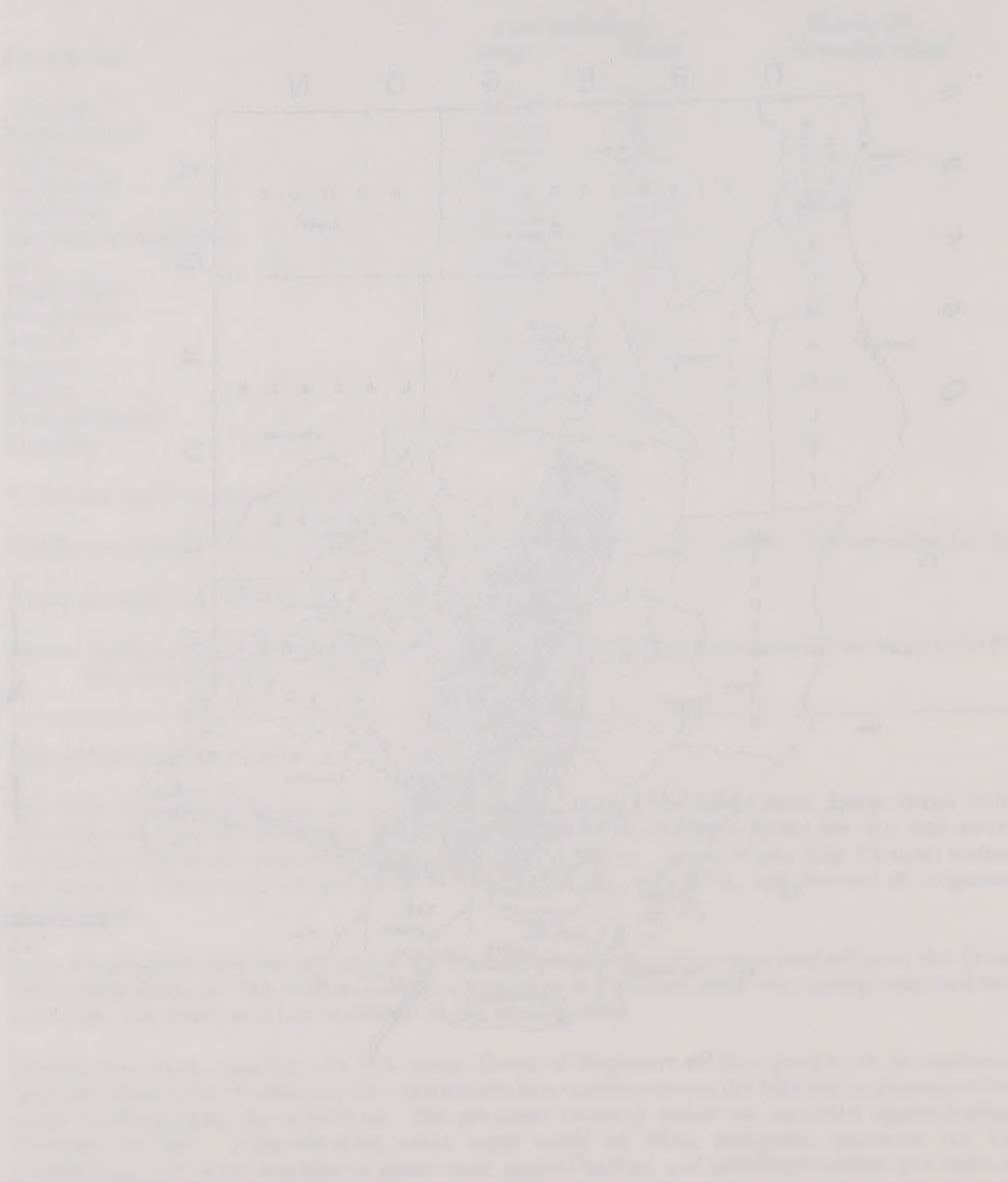
Permits have been issued by the U.S. Army Corps of Engineers to fill a portion of the southern remnant of the Lake Washington for construction of a roadway across the lake and to accommodate cargo handling along the waterfront. The proposed roadway would run east-west approximately bisecting the lake. Approximately seven acres would be filled; mitigation measures call for establishing fresh water marshland, open water, upland habitat, and additional habitat at a ratio of

Figure VIII-2
LOCATION OF SACRAMENTO VALLEY GROUNDWATER BASIN



Source: Department of Water Resources in cooperation with
United States Geological Survey, 1978.

LOCATION OF SACRAMENTO VALLEY GROUNDWATER BASIN



about 1.5 restored acres for each disturbed acre. A negative declaration has been approved for this project.

The northern remnant is a marshy area that supports various wildlife species. The Port Commission has no immediate plans for development in this area, but is considering its eventual development.

The barge canal connects the harbor and the Sacramento River where a difference in water level usually occurs. The canal allows the passing of shallow-water commercial, recreational, and construction vessels.

The U.S. Army Corps of Engineers will soon commence deepening of the Deep Water Ship Channel. This project and the Port's facilities and operations are discussed more fully in Chapter V, "Transportation and Circulation."

Deep Water Ship Channel Water Quality

The Deep Water Ship Channel receives water from the Sacramento River and what remains of Lake Washington to maintain its water level. Some saltwater is released from vessels traveling through the channel, and there is some intrusion of saltwater at the mouth of Suisun Bay. Most water in the channel is supplied by the Sacramento River, however, and flows downstream.

Water quality objectives for the channel were formally adopted in 1975 by the Central Valley Regional Water Quality Control Board. Water quality data collected between 1963 and 1972 indicate that the water quality in the channel met or exceeded all standards except for salinity. Salinity measurements show that total dissolved solids often exceeded the 500 parts per million (ppm) objective in the vicinity of the Port of Sacramento due to saltwater ballast discharges from ships at port.

The planned deepening of the channel will require dredging the accumulated bottom sediments. Resuspension of fine silts and clays during dredging operations will increase turbidity and suspended solids concentrations in adjacent waters. The Corps has suggested several measures to reduce impacts on water quality. These include dilution by increasing the volume of relatively clean water in the channel, application of a flocculent, and improved detention of dredged materials to promote containment of resuspended contaminants.

Yolo Bypass

The Yolo Bypass forms the northwestern border of the City of West Sacramento. The Deep Water Ship Channel separates the Yolo Bypass from the western city limit.

The Yolo Bypass is a flat area lying below sea level used both for agriculture and as a water storage area during heavy winter flows. Cache Creek, Knights Landing Ridge Cut, Willow Slough, Putah Creek, and Sacramento River flood flows are all tributary to the Yolo Bypass. Water from the Bypass eventually meets the Delta at Cache and Prospect Sloughs.

Winter and spring flows in the Bypass are very heavy due to spills at the Fremont and Sacramento Weirs. No water enters the Bypass through the two weirs during summer and fall seasons when the Bypass supports agriculture.

Historically, the Yolo Bypass has had higher water quality in the areas closest to the Sacramento River due to flushing and groundwater recharge.

SOIL AND AGRICULTURAL RESOURCES

Central Valley soils are generally at least several hundred feet deep. Consequently, soil properties control the suitability of sites for construction to a much greater extent than do properties of the underlying bedrock.

The importance of soil is often limited to its value as a basic resource for agricultural land uses. There are, however, a number of soil properties that have important implications for urban development. Erosion, drainage, runoff, septic limitations, shrink-swell potential, and depth to water table can constitute important development constraints. If these constraints are not considered in land use planning, they can lead to environmental problems and can require constant maintenance or can be costly to mitigate.

Soil

For many years areawide soil information has been primarily limited to reports and soil maps prepared by the U.S. Soil Conservation Service (SCS). The SCS classification system is concerned primarily with differentiating soils according to their capacity for cultivation; information relevant to non-agricultural uses as noted previously has, however, also been incorporated into these soil surveys.

The SCS classification system organizes soils into eight major capability classes designated by Roman numerals I through VIII. Class I and II lands include those that have few limitations, the widest range of use, and the least risk of soil deterioration. The other soil classifications have progressively greater natural limitations. All the land in Classes I and II is considered prime agricultural lands. These lands are highly conducive to agricultural production because they require little or no special treatment other than normal, good soil management.

Class III land is suitable for cultivated crops but requires additional attention to offset or overcome inherent soil limitations. Class IV soils are considered suitable for limited cultivation. The lands in Classes V, VI, and VII are best adapted to pasture or range, woodland, or wildlife habitat. Class VIII soils and landforms have severe limitations that preclude their use for commercial plants and restrict their use to recreation, wildlife habitat, water supply, or aesthetic purposes.

The 1972 Soil Survey of Yolo County prepared by SCS indicates that there are seven soil series in West Sacramento. With one exception, these soils are classified into capability Classes II and III.

Most of the area's soils are loams. Loams have a range of sizes of soil particles. Somewhat lighter, sandier soils occur in the southeastern portion of the Planning Area along the Sacramento River. These are probably the Planning Area's most productive soils. Relatively heavier soils, with greater clay content, occur in the southwestern part of the area. A significant area just south of the ship channel is classified as "made land." Original soils in this area were covered with spoil from dredging during construction of the Channel. These soils are highly variable in texture and character.

Excessive runoff and water erosion rates are uncommon in West Sacramento due to its flat topography. Permeability is typically low, however, severely limiting the area's suitability for septic

tank filter fields. The seasonal high water table is generally three to five feet, which imposes few limits on construction of foundations. Moderate to high rates of shrink-swell and relatively low soil liquid limits impose some constraints on construction. Modern construction techniques, however, can mitigate these problems. Table VIII-2 lists the predominant soils in West Sacramento and describes their characteristics. The distribution of soils is illustrated on Figure VIII-3.

TABLE VIII-2

PREDOMINANT SOILS OF THE WEST SACRAMENTO GENERAL PLAN AREA

Soil Series	Symbol	Farmland Capability Class	Topsoil Texture	Seasonal High Water Table (feet)	Shrink-Swell Potential	Liquid Limit (percent)	Bearing Capacity*
Lang	La	II	Sandy loam	3-5	Moderate	10-20	A-2
	Lb	III	Sandy loam, deep	3-5	Low	10-20	A-2
	Ld	III	Silt loam	3-5	Low	10-20	A-7
Made Land	Ma	II	--	--	--	--	--
Riz	Rk	IV	Loam	3-5	Moderate-High	20-60	A-4
Sacramento	Sa	III	Mostly clay	3-5	Moderate	40-70	A-7
Sycamore	So	II	Silt loam	3-5	Moderate	30-40	A-6
	Ss	II	Silty clay loam	3-5	Moderate	30-40	A-4
Valdez	Vb	III	Sandy loam	2 1/2-5	Moderate	20-30	A-4
Willows	Wa	III	Silty clay loam	3-5	High	60-70	A-7
	Wb	III	Clay	3-5	High	60-70	A-7

*American Association of State Highway Officials Classification. Bearing capacity classifications range from A-1 (highest) to A-7 (lowest).

Source: U.S. Soil Conservation Service, 1972

In 1980, the California Department of Conservation, Division of Land Resource Protection, began work to supplement the SCS conservation programs. Specifically, the Department began a Farmland Mapping and Monitoring Program in 1982. This program was designed to inventory important farm and grazing lands by preparing a series of Important Farmland Series maps, became law in 1982. Its purpose is to monitor conversion of the state's agricultural land to and from agricultural use, and to report such conversion to the Legislature, local government, and the public. Advisory guidelines and preliminary maps were published by the Department of Conservation in 1984.

The guidelines identify five categories of farmlands: Prime Farmlands, Farmlands of Statewide Importance, Unique Farmlands, Farmlands of Local Importance, and Grazing Lands. The Department of Conservation defines these five categories as follows:

- Prime Farmland is land which has the best combination of physical and chemical characteristics for the production of crops. It has the soil quality, growing season and moisture supply needed to produce sustained high yields of crops when treated and managed, including water management, according to current farming methods. Prime Farmland must have been used for

the production of irrigated crops within the last three years. It does not include publicly-owned lands for which there is an adopted policy preventing agricultural use.

- Farmland of Statewide Importance is land other than Prime Farmland which has a good combination of physical and chemical characteristics for the production of crops. It must have been used for the production of irrigated crops within the last three years. It does not include publicly-owned lands for which there is an adopted policy preventing agricultural use.
- Unique Farmland is land which does not meet the criteria for Prime Farmland or Farmland of Statewide Importance, that is currently used for the production of specific high economic value crops. It has the special combination of soil quality, location, growing season, and moisture supply needed to produce sustained high quality or high yields of a specific crop when treated and managed according to current farming methods. Examples of such crops may include oranges, olives, avocados, rice, grapes, and cut flowers. It does not include publicly-owned lands for which there is an adopted policy preventing agricultural use.
- Farmland of Local Importance is either currently producing crops, or has the capability of production. Farmland of Local Importance is land other than Prime Farmland, Farmland of Statewide Importance, and Unique Farmland. This land may be important to the local economy due to its productivity. It does not include publicly-owned land for which there is an adopted policy preventing agricultural use.
- Grazing Land is defined in California Government Code Section 65570(b)(2) as "...land on which the existing vegetation, whether grown naturally or through management, is suitable for grazing or browsing of livestock". The minimum mapping unit for Grazing Land is 40 acres.

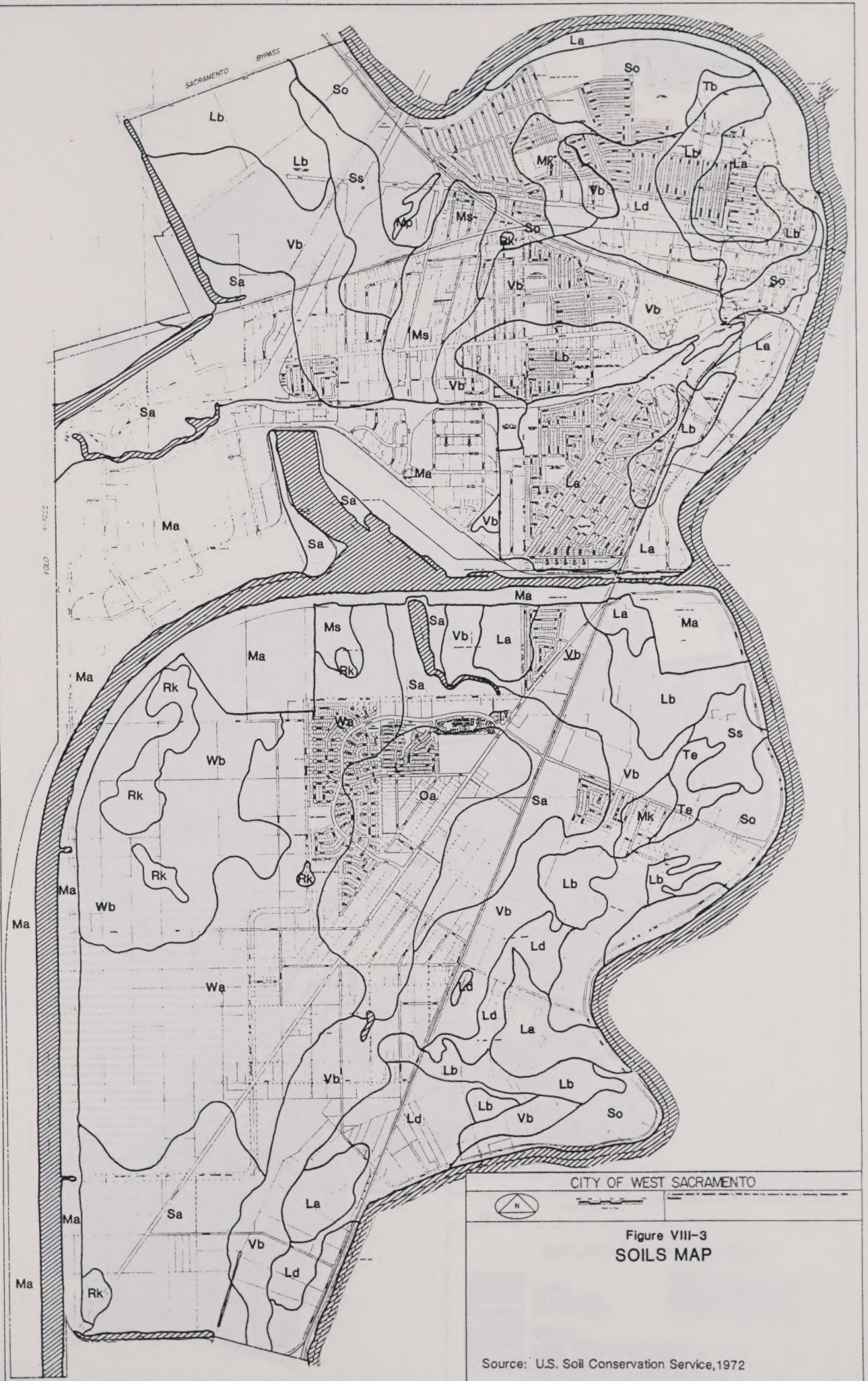
According to the Important Farmland Inventory system used by the Department of Conservation, about 60 percent of farmlands in West Sacramento are classified as prime, the class most suited physically and chemically to crop production. Most of the area's remaining farmlands are classified by this system as being of statewide importance, the second most suitable class for crop production. Important farmlands are shown in Figure VIII-4.

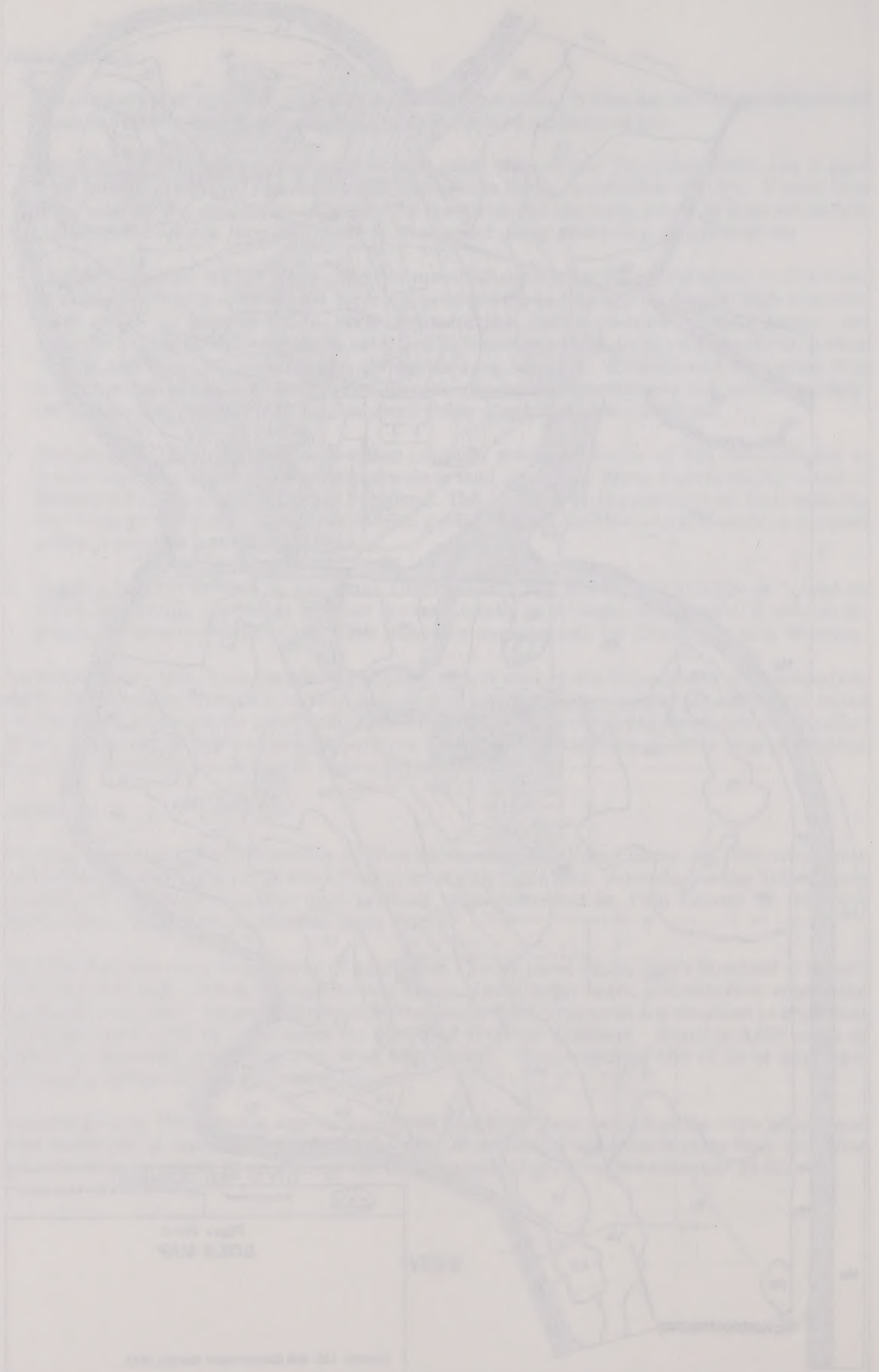
Agriculture

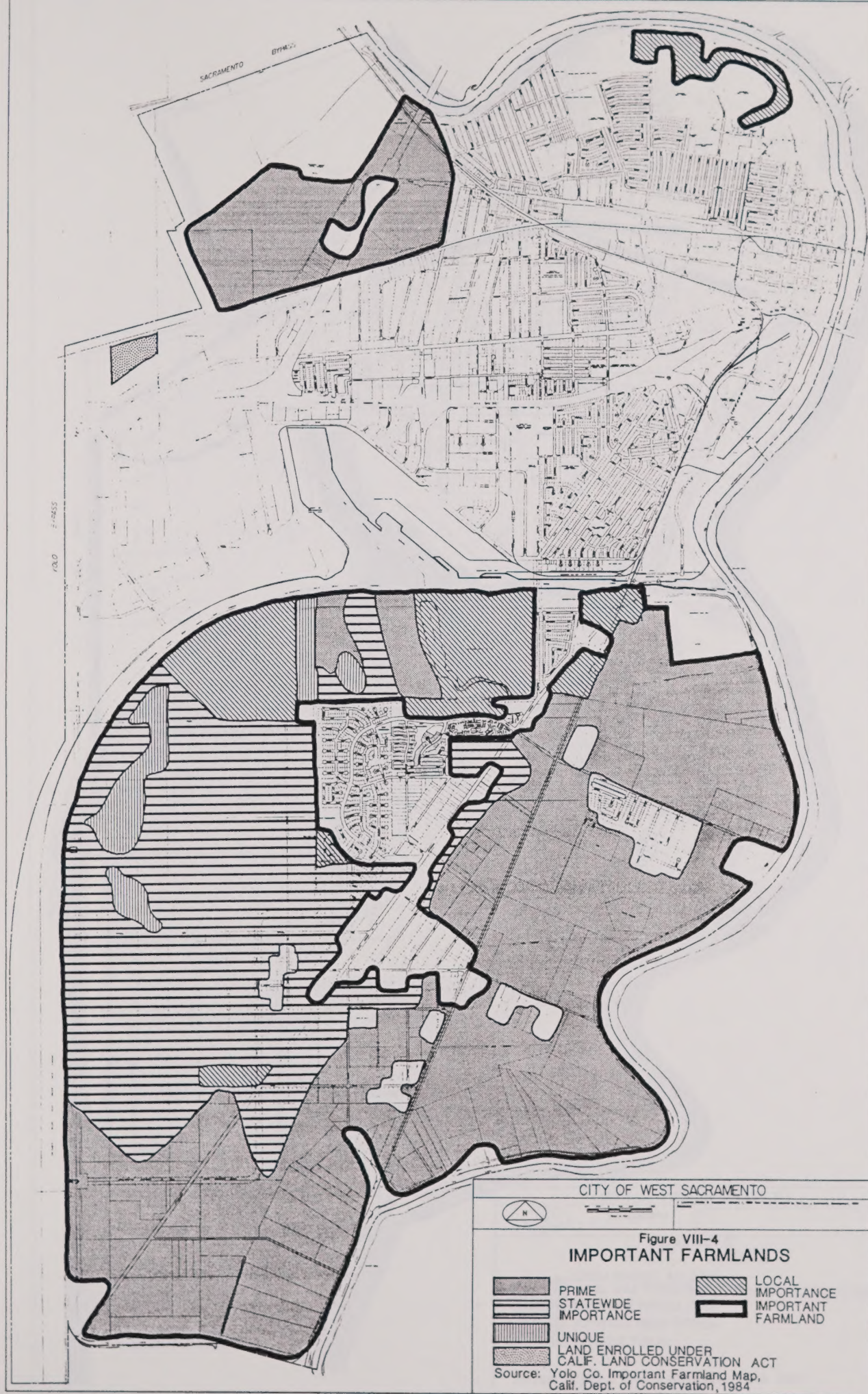
Farming is important to the economy of West Sacramento and Yolo County. In 1986, crops were harvested from 487,637 acres in Yolo County, up slightly from 1985. According to the Yolo County Agricultural Commissioner, the total value of crops harvested in Yolo County in 1986 was \$162,679,000, an 11 percent decrease from 1985.

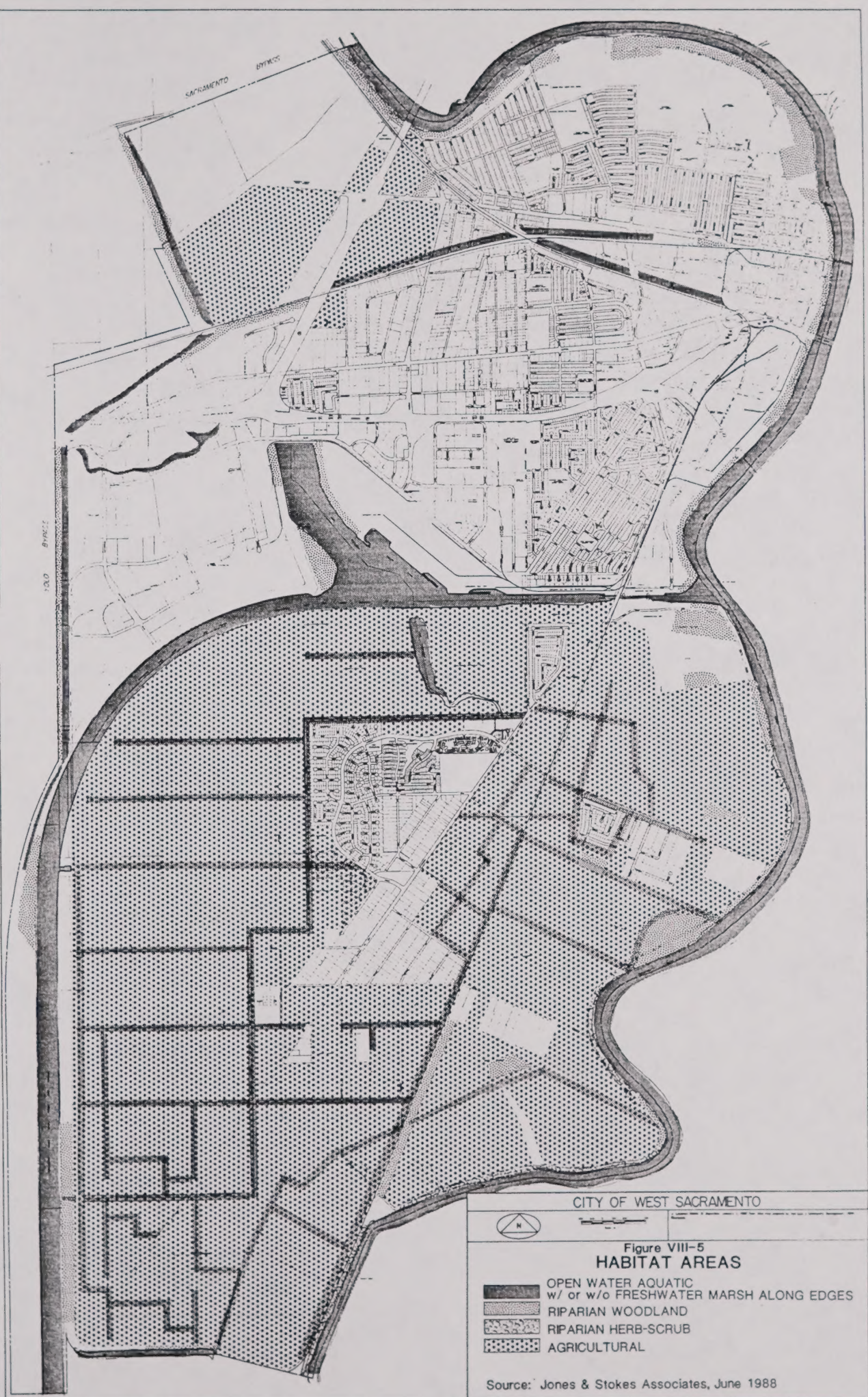
West Sacramento has a long history of agriculture. Today, most of the area's farmland is located in its southern half. Principal crops include wheat, alfalfa, sugar beets, miscellaneous vegetables, asparagus, and pears. Approximately 6,400 West Sacramento area acres are classified as important farmlands, and 3,700 of these acres are classified as prime farmland. Roughly 5,600 acres of important farmland are irrigated in West Sacramento. The remaining 800 acres of important farmland produce dryland grains and hay.

According to the 1980 Census, approximately 300 people, or three percent of the city's labor force, were employed in farming in 1980. Each dollar of additional agricultural sales from the West Sacramento area results in an average increase in regional gross output valued at \$1.92.









Only one 25.1-acre parcel of land in West Sacramento is currently in agricultural preserve under the California Land Conservation (Williamson) Act.

BIOLOGICAL RESOURCES

Much of the vegetation and wildlife habitat in what is now West Sacramento has been displaced by agricultural and other uses and now exists within an urban context. West Sacramento nonetheless has a rich complement of native flora and fauna. Its flora and fauna are in delicate balance with the current level of urbanization. Maintaining the existing levels of diversity in the city and surrounding area will require deliberate and careful attention in future planning.

The following description of vegetation and wildlife resources of the West Sacramento area is based on field surveys of the Planning Area information contained in regional environmental documents, a California Natural Diversity Data Base (NDDDB) search for recorded sightings of special-status species and important natural communities, contacts with agency personnel, discussions with experts at universities and local conservation organizations, and file information of Jones & Stokes Associates.

The West Sacramento area contains a variety of natural and altered habitats supporting a diverse assemblage of plant and wildlife species. Although some species may occur in all the available habitats within West Sacramento, generally each habitat differs in its relative value to specific species and is associated with different plant and animal species. The extensive riparian corridor along the Sacramento river is the most biologically important area in the West Sacramento area, but the lakes, ponds, canals, agricultural lands, grasslands, urban landscapes, and parklands also provide important habitat for numerous plant and animal species.

Habitat Types

Seven major habitat types have been identified in West Sacramento. Although much of the West Sacramento area is already developed, three of these habitats represent intact natural vegetation or communities; the remaining four have been modified by human activities. Vernal pools, a habitat that would be of significant concern if present, are not reported from the study area and were not observed during the field survey.

The habitats in West Sacramento are shown in Figure VIII-5. The seven habitats are characterized and the kinds of vegetation and wildlife resources associated with each are described below.

Riparian Stands

Riparian habitats generally are among the most important wildlife habitats found in California's Central Valley. According to historical accounts, in 1850, about 775,000 acres of lush riparian woodlands existed along the Sacramento River and its tributaries. Today, less than two percent remains. Most of the remaining riparian forests are in a disturbed or degraded condition.

Riparian habitats warrant consideration as important natural communities because:

- Few examples are remaining, and these are under pressure for vegetation conversion (because of their rarity and continued threats of further elimination, the NDDDB monitors bottomland riparian habitats);
- A large number of plant and animal species are dependent on them;

- They help maintain water quality by filtering out pollutants and protect riverine habitats by forming a buffer between the river and developed uplands; and
- Riparian vegetation helps stabilize river banks and reduce the severity of floods.

Riparian vegetation has received considerable attention during the last two decades. Numerous publications document the local, statewide, and national concern and interest in preservation and management of riparian resources. A growing awareness of this habitat's increasing scarcity and special management needs has fostered the development of public laws and policies that recognize the significance of riparian resources. Many counties have specific general plan policies that ensure proper riparian protection and management (e.g., San Joaquin County, 1975; Sacramento County, 1982).

Statewide concern for wetlands, including riparian vegetation, prompted the California Legislature to require the Department of Fish and Game (DFG) to prepare a report documenting methods that could be used to increase by 50 percent the amount of state wetlands by 2000 (Senate Resolution 28, Resolution Chapter 92, September 13, 1979). Further evidence of this concern is shown by the DFG's draft model ordinance for use by local and county planning staffs.

DFG promotes the protection of riparian vegetation on projects it proposes or reviews. In addition, the United States Fish and Wildlife Service mitigation policy (1981) includes riparian habitats in Resource Category 1, a category requiring the most stringent mitigation, where no net loss of existing habitat value is recommended.

Riparian habitats along the Sacramento River are not continuous. Typically, lone plants or a row of riparian trees one to two trees wide line the bank. In West Sacramento, however, the reach upstream and downstream of the proposed Lighthouse Marina Project has an impressive riparian forest.

Although substantial riparian vegetation remains in the West Sacramento area, much of the natural riparian vegetation that once occupied the area has been eliminated by various human activities.

Vegetation

Riparian woodland and forest habitats were widespread in the West Sacramento area prior to settlement and development during the 1800s. Historically, these woodlands formed a band up to several miles wide along river courses and their associated bottomlands. Today, this community is restricted to narrow corridors along rivers and canals in the West Sacramento area. A 1980 study estimated that Yolo County supported 4,398 acres of well-developed riparian vegetation.

California's Central Valley bottomland riparian habitats support a complex mosaic of habitat subdivisions, each characterized by a different species association and physical appearance. Different riparian habitats generally typify specific stages of natural community succession. Succession is the process by which different plant-animal associations replace each other as environmental conditions change. Riverine habitats are dynamic: flooding, sediment deposition, and changes in species composition gradually modify riverine environments.

Early riparian successional stages include herbaceous gravel bar vegetation and dense, immature stands of willow and cottonwood trees. As succession progresses, other tree species become

established. Mixed gallery forests and valley oak woodlands characterize later successional stages.

Mature gallery riparian forests typically attain heights of 150 to 200 feet and have several vegetation layers and dense shrub and vine understories. Valley oak woodlands can develop on upper river terraces well removed (vertically or horizontally) from the main channel. Shrub or vine understories are also associated with riparian forests, and sedges or grassland understories are typical of undisturbed oak stands.

Valley oak forests are the rarest of the riparian habitats because their native sites were highly favored for agricultural and urban development due to the low flood frequency, deep, highly fertile soils, and the aesthetic attraction of riverside locations. It is estimated that Yolo County has about 800 acres of Valley Oak Forests in a relatively undisturbed condition.

Riparian vegetation in the West Sacramento area has a closed canopy in some large stands. Throughout much of the city, however, riparian vegetation has been destroyed and forms only narrow bands of individual plants or scattered clumps. Common canopy species include box elder, black walnut, western sycamore, Oregon ash, Goodding's willow, white alder, and valley oak.

When present, shrub understories consist of saplings of overstory species and numerous shrub species including sandbar willow, mugwort, buttonwillow, false willow, and wild rose. Mature riparian forests often have dense vine growth of wild grape, poison-oak, honeysuckle, pipevine, western clematis, Himalaya berry, and wild blackberry draping over trees and shrubs. Some mature riparian stands are completely overgrown and impenetrable due to dense thickets of wild grape and Himalaya berry. Usually, a herbaceous layer is also present. Typically this layer supports various "weedy" grass and forb species.

Wildlife

Riparian forests support a greater density and diversity of wildlife than any other terrestrial habitat in California. This exceptional wildlife habitat has been destroyed at a rapid rate. Removal of riparian forests has resulted in reduced carrying capacity for most riparian species and consequently effects on wildlife numbers.

The abundance and diversity of wildlife in riparian habitats is a function of several interrelating factors, including vegetation structure, microclimatic conditions, and availability of water, food, and cover. Contiguous stretches of riparian habitat provide migratory corridors for many birds, mammals, reptiles, and amphibians. The "edge effect" of the transitions between two habitat zones, such as riparian and adjacent annual grassland or farmland promotes greater wildlife diversity than would occur in either habitat alone.

About 65 bird species nest in Central Valley riparian habitats, far exceeding other habitats. At least 45 bird species depend on the riparian forests of the West Sacramento area, and more than 220 bird species have been recorded in riparian habitats in the greater Sacramento area.

Species such as Cooper's hawk, Swainson's hawk, the red-shouldered hawk, and the great blue heron build bulky stick nests high in the crowns of cottonwoods and oaks, while wood ducks, common mergansers, and screech owls lay eggs in abandoned woodpecker holes or natural cavities. Burrowing owls, belted kingfishers, and bank swallows nest in undisturbed earthen banks. In addition to nesting habitat, riparian forests provide stopovers for migrant songbirds, communal

roosts for black-crowned night herons and black-shouldered kites, and roost sites for great horned owls and common barn-owls.

Furbearers such as the golden beaver, river otter, mink, and muskrat are largely dependent on riparian communities in the West Sacramento area. Other mammals that potentially occur in the riparian habitats of West Sacramento include ringtails, spotted and striped skunks, raccoons, and opossums. Mammals normally found in adjacent annual grasslands and oak woodlands, such as California voles, California ground squirrels, gray squirrels, and fox squirrels also use the riparian corridor as a refuge from summer heat and drought. Small mammals using the rich resources of the riparian zone in turn draw predatory mammals such as long-tailed weasels, gray foxes, and coyotes.

Pacific treefrogs and western toads occur in riparian habitats of the West Sacramento area, and tadpoles and adults of these species are important prey for common garter snakes and gopher snakes. Other reptiles occurring in riparian habitats of the West Sacramento area include western skinks, alligator lizards, western fence lizards, common kingsnakes, sharp-tailed snakes, and racers.

Distribution in West Sacramento

Riparian woodlands exist throughout nearly all portions of West Sacramento (see Figure VIII-5). This habitat is represented by a significant and nearly continuous band with extensive woodlands northward from the I-Street bridge and wide, mature stands near the barge canal and just north of Oak Hall Bend on the Sacramento River. This latter area is probably the most valued stand in the area because of its size, lack of disturbance, and the presence of large open ponds and marsh vegetation. Riparian woodlands flank many of the canals in the city; another relatively extensive stand is located adjacent to the turning basin at the Port of Sacramento. Other small stands occupy isolated undeveloped lots within the city and line the southern portion of the Sacramento Northern Railroad tracks.

Rivers and Canals

Rivers and canals are important habitats upon which many plant, fish, and terrestrial wildlife species depend. These waterways also provide hydrological conditions essential for the maintenance of adjacent marsh and riparian habitats and associated water and food plants for wildlife. Rivers and canals are valued most because they enhance the wildlife carrying capacity of adjacent terrestrial habitats. The values described above for riparian habitats are shared by rivers and canals with which they are hydrologically connected.

Vegetation

Most rivers and canals in West Sacramento lack significant vegetative cover. Open water can support submerged and emergent aquatic vegetation, including pondweed, yellow-waterweed, and nonvascular plants such as algae. The upland edges of ponds and canals can support scattered trees or stands of riparian or ruderal vegetation. Freshwater marshes with cattails and giant bulrushes may line the waterway edges.

Wildlife

The swift-flowing waters of the Sacramento River offer foraging habitat for common mergansers, common goldeneyes, and belted kingfishers. Nearby sandbars offer roosting sites for spotted

sandpipers, killdeer, California gulls, and ring-billed gulls. Calmer reaches are frequented by great blue herons, green-backed herons, wood ducks, muskrats, and river otters. Dominant game fish species include chinook salmon, steelhead trout, American shad, and striped bass.

Ruderal vegetation along the weedy banks and emergent vegetation in channels provide foraging and breeding habitat for muskrats, bullfrogs, great blue herons, great egrets, green-backed herons, ring-necked pheasants, red-winged blackbirds, and black phoebes. The giant garter snake (see "Special Status" later in this chapter) is also found in these channels.

Distribution in West Sacramento

Rivers and canals are widespread in West Sacramento (see Figure VIII-5). The Sacramento River is the largest and most important of these riverine habitats, followed by those of the turning basin and the Deep Water Ship Channel. In addition to these major waterways, miles of water conveyance canals and irrigation ditches for agricultural irrigation provide this type of habitat.

Lakes, Ponds and Marshes

A few lakes, ponds, and marshes occur within West Sacramento. These habitats are valued because of their scarcity relative to their historic widespread presence in the Central Valley and their importance to dependent wildlife and plant species.

Vegetation

Shallow, ponded, or slowly moving water is required for freshwater marshes. Aquatic vegetation usually associated with canals, rivers, and creeks can also occur in open waters within this habitat. Freshwater marshes are characterized by persistent, dense stands of emergent nonwoody species, most commonly cattails, umbrella sedge, giant bulrush, and water smartweed.

Wildlife

Lakes and marshes are important to many wildlife species. These productive habitats attract migratory birds such as flycatchers, wrens, and blackbirds, as well as breeding birds like great blue herons, green-backed herons, wood ducks, mallards, pied-billed grebes, American coots, belted kingfishers, common yellowthroats, red-winged blackbirds, and song sparrows. Marshes adjacent to large trees, which are used for perching, roosting, and nesting by herons, raptors, and other birds that forage in these wetlands, are of increased value.

Golden beavers, opossums, raccoons, striped skunks, and muskrats visit lakes and marshes. Bullfrogs, Pacific treefrogs, the common garter snake (a special status species), and aquatic garter snakes also frequent these habitats.

Fish species in ponds and marshes of the West Sacramento area include largemouth bass, bluegill, sunfish, green sunfish, and black bullhead.

Distribution in West Sacramento

Principal lakes within West Sacramento include Lake Washington and Bee Lakes just south of Oak Hall Bend on the Sacramento River. The margins of these lakes support riparian woodland vegetation. Freshwater marshes line the edges of most canals and irrigation ditches in West Sacramento. The most important marshes in the city are the portions of Lake Washington and the turning basin that support emergent aquatic vegetation, due primarily to their size, relatively

undisturbed character, and proximity to large tracts of open water and riparian woodlands. Several small ponds in West Sacramento also support marsh habitats.

Old Field and Ruderal

Old field habitats develop in vacant lots and fields previously used for dry land or irrigated farming, or within areas disturbed by other uses. After cessation of farming or other disturbance, these sites slowly return to a more natural condition as plant and animal species migrate and reestablish.

Ruderal habitats encompass the weedy margins along road rights-of-way, uplands near canals and ditches, and fringes of agricultural fields.

Vegetation

Old field and ruderal vegetation types are dominated by weedy introduced species, with small amounts of native plant cover. Species composition is related to the length of time the field has been abandoned and/or the type and frequency of disturbance. Recently abandoned fields have a scattered to dense cover of low herbaceous weeds. Older sites have lush and taller vegetation, with a higher probability of native species.

Grasses typically dominate these habitats. Common weedy species encountered in old fields include groundsel, yellow-star thistle, bindweed, wild mustard, horsetail, milk thistle, bermuda grass, and curly dock. Old field and ruderal habitats often support blackberry brambles and scattered native or ornamental trees such as elderberry, valley oak, walnut, eucalyptus, and tree-of-heaven.

Wildlife

Wildlife species associated with old field and ruderal habitats are similar to those in agricultural areas (discussed later in this chapter). Typical old field bird species include the red-tailed hawk, black-shouldered kite, American kestrel, American robin, Brewer's blackbird, yellow-billed magpie, and American crow. Mourning doves, ring-necked pheasants, and western meadowlarks may nest in old fields if sufficient weedy vegetation is available.

Mammals using old fields include California voles, deer mice, house mice, striped skunks, Botta's pocket gopher, and California ground squirrels. Garter snakes, western toads, and Pacific treefrogs also may occur in old fields if a permanent water supply is nearby.

Distribution in West Sacramento

Old field habitats are widespread within undeveloped portions of West Sacramento, and are especially common south of the Deep Water Ship Channel. Ruderal habitats line many roads within rural parts of the city.

Fence Row

Fence row habitats occur along the undeveloped edges of agricultural and urban habitats, or on previously disturbed sites not presently maintained or directly under human disturbance (i.e., transmission line rights-of-way).

Vegetation

Fence rows consist of narrow linear stands of trees and shrubs with a weedy herbaceous understory. Common woody species include valley and interior live oaks, black walnut, willow, elderberry, poison-oak, Himalaya berry, and introduced plants such as eucalyptus. The common herbaceous species are the same as those discussed perviously under old field habitat.

Wildlife

Fence row habitats provide important nesting and resting cover for wildlife species occurring in adjacent agricultural fields. Trees, shrubs, tall grasses, and weeds in fence rows greatly enhance wildlife diversity in areas dominated by agriculture.

Fence row trees provide perching, roosting, and nesting substrates for hawks, owls, magpies, crows, and other birds that forage in surrounding areas. These trees also harbor nesting populations of Nuttall's woodpeckers, ash-throated flycatchers, scrub jays, and other birds. Shrubs offer cover for wintering sparrows and nesting habitat for rufous-sided towhees, house finches, and other passerines. Various mammals, reptiles, and amphibians also take cover in strips of fence row vegetation.

Distribution in West Sacramento

Fence row habitats are common throughout rural portions of West Sacramento along edges of vacant lots, agricultural fields, railroad lines, and roadways.

Agricultural Areas

Land in West Sacramento currently used for irrigated agriculture is included within this habitat designation.

Vegetation

Agricultural habitats do not support native plant species or communities. They consist primarily of fields cultivated for vegetable or grain crops. Common crops include rice, wheat, tomatoes, sugar beets, safflower, oats, and corn.

Wildlife

The wildlife value of agricultural areas depends on the type of crop, irrigation, pesticide use, farming practices, and the surrounding habitats and land uses. Areas receiving heavy applications of pesticides and herbicides generally provide little food for wildlife and are significant sources of toxins taken up by wildlife. Irrigation systems, road and utility rights-of-way, levees, and fallow fields, however, can be very important sources of water, food, and cover for wildlife.

The Sacramento Audubon Society's annual Christmas Bird Count generally records a high diversity of birds in the agricultural fields of West Sacramento. When flooded, these fields are important stopover areas for waterfowl due to the habitat's proximity to the Yolo Bypass and its central position between northern refuges like the Sacramento National Wildlife Refuge (NWR), the Gray Lodge Wildlife Area, and southern refuges such as the San Luis NWR, the Merced NWR, and the Volta and Los Banos Wildlife Areas.

Natural Resources

Seed crops such as wheat, safflower, and corn provide food for waterfowl, ring-necked pheasants, various smaller birds, and small mammals such as California ground squirrels, Botta's pocket gopher, deer mice, and California voles. Small mammal prey attract raptors such as black-shouldered kites, northern harriers, and red-tailed hawks.

Row crops such as sugar beets and tomatoes offer some food and cover for birds and mammals, but these areas generally have reduced wildlife habitat value compared to other fields and orchards.

Distribution in West Sacramento

Irrigated agricultural lands occur throughout the city, but are most extensive south of the Deep Water Ship Channel.

Urban Lands

The urban habitat is characterized by the industrial, residential, and commercial developments of the West Sacramento area. It includes buildings, associated landscapes, urban parks, schools, and other areas. The urban habitat is present throughout all developed portions of the West Sacramento area.

Vegetation

Much of the urban habitat is not vegetated. When present, the dominant vegetation consists of artificially irrigated ornamental plantings. Turf-forming lawns, herbaceous flower beds, and scattered or aggregated trees and shrubs characterize this habitat. Native trees and shrubs occasionally are introduced or volunteer in urban landscapes. An important aspect of the urban habitat is the high proportion of nut and fruit trees used in landscapes.

Wildlife

A variety of trees and shrubs used for landscaping of urban areas provides nest sites and cover for wildlife. In general, the density and diversity of urban wildlife depend on the extent and type of landscaping and open space, as well as the proximity to natural habitats.

Approximately 25 bird species commonly nest in urban areas of the West Sacramento area, about 15 of which are year-round residents. The most common nesting bird species in urban areas are those that exploit human food resources or that use buildings or other man-made structures for nesting.

Typical native bird species include the American kestrel, mourning dove, scrub jay, northern mockingbird, American robin, Brewer's blackbird, brown towhee, and house finch; introduced species include the rock dove, European starling, and house sparrow. Urban areas also provide habitat for several species of native mammals such as the deer mouse, California ground squirrel, and striped skunk, as well as the introduced eastern fox squirrel. Introduced pest species such as the Norway rat and house mouse are also abundant in urban areas.

Special-Status Species

Special-Status Plant Species

Special-status plants are species included on the following lists:

- Federally-listed, proposed, and candidate threatened or endangered species
- California listed and candidate threatened and endangered species
- California Native Plant Society (CNPS) rare and endangered species

Table VIII-3 lists special-status plant species that could potentially occur in the West Sacramento area; to date, however, sightings of these species have not been reported in the area, and a record search of NDDDB indicates that no special-status plant species have been reported within West Sacramento.

Species that have not been reported but may occur in West Sacramento are listed if they occur nearby and if suitable habitat for them is known or suspected to occur in the area. Several special-status species associated with vernal pools (e.g., Sacramento orcuttia, Bogg's Lake hedge hyssop) are not included on the list of potential species because this habitat does not occur in the West Sacramento area.

Federal- and State-Listed and Candidate Species

California hibiscus - Riverine and freshwater marsh habitat suitable for the California hibiscus was historically common in the West Sacramento area. Today, examples of this habitat still exist within the West Sacramento area, but no populations of this species have been reported. Populations have been identified within 20 miles south, north, and west of the West Sacramento area.

Green's legenere - Populations are known to occur in Sacramento County, and seasonally flooded ditches and lake margins could support this species.

Jepson tule pea - Habitat for this species is restricted to marsh and riparian habitats along sloughs and rivers.

Sanford's sagittaria - Areas with ponded water such as Washington Lake provide ideal habitat for this species.

TABLE VIII-3

SPECIAL STATUS PLANT SPECIES THAT COULD
POTENTIALLY OCCUR IN WEST SACRAMENTO

Species	Federal/State/CNPS ¹	Status/Known Geographic Range ²	Habitat Associations
California hibiscus <i>Hibiscus Californicus</i>	C2/-/1b	Sacramento and San Joaquin Valleys from Butte to San Joaquin Counties.	Riparian habitats and freshwater marsh habitats in still waters such as sloughs, canals, etc.
Green's legenera <i>Legenera limosa</i>	C2/-/1b	Widespread, but infrequent from Lake, Napa, Placer, Sacramento, San Mateo, Solano, Sonoma, and Stanislaus Counties.	Vernal pools and seasonally flooded lake margins, ditches, and related habitats.
Jepson's tule pea <i>Lathyrus jepsoni</i> , ssp. <i>jepsoni</i>	C2/-/1b	Delta and the Sacramento and San Joaquin Valleys.	Freshwater marsh and riparian habitats, typically within 10-20 vertical feet of water, but occasionally higher.
Sanford's sagittaria <i>Sagittaria sanfordi</i>	C2/-/1b	Infrequent, but widespread through much of lowland California.	Flooded or perennially wet, silty soils commonly associated with marsh and open water wetlands.

Note: None of these species is currently known in West Sacramento.

¹U.S. Fish and Wildlife Service, 1985.

²C2: A candidate species under review for federal listing. Category 2 includes species for which the USFWS presently has some information indicating that "proposing to list them as endangered or threatened species is possibly appropriate," but for which further biological research and field study is usually needed to determine biological vulnerability and threats.

CNPS: California Native Plant Society, 1984.

1b: Considered rare or endangered in California and elsewhere, if present outside California (probably meets criteria for state listing).

Special-Status Wildlife Species

Special-status wildlife are species included on the following lists:

- Federal-listed, proposed, and candidate threatened and endangered species;
- California listed and candidate threatened and endangered species;
- California fully-protected species, which are not listed as endangered or threatened, but are protected by law in the state; and
- Other species of special concern to the California Department of Fish and Game.

A number of special-status wildlife species occurring or potentially occurring in West Sacramento are listed in Table VIII-4. Information from the NDDDB and local experts on the status and distribution of these species in West Sacramento is summarized below.

Federal- and State-Listed and Candidate Species

Valley elderberry longhorn beetle. This species is dependent on elderberry plants for food, cover, and pupation. It is known only from riparian habitats of the Central Valley from near Red Bluff south to the Merced River. In the vicinity of West Sacramento, the valley elderberry longhorn beetle occurs in riparian habitats of the Sacramento River. Definite observations of this species have been made on the west bank of the river at River Miles 59.8, 60.3, 62.5, and the species probably also occurs at other locations. At the time this species was listed (August 10, 1980), two sites in Sacramento County were designated as critical habitat by the U.S. Fish and Wildlife Service, including portions of the nearby American River.

Sacramento anthicid beetle. This species could occur in the West Sacramento area, but its current distribution and habitat preferences are unknown.

California tiger salamander. There have been no recent sightings of tiger salamanders recorded within the West Sacramento area, but the species could potentially occur in or near ponds and ephemeral drainages in the southern portion of the project area.

TABLE VIII-4

**SPECIAL-STATUS WILDLIFE SPECIES KNOWN OR
SUSPECTED TO OCCUR IN WEST SACRAMENTO**

Species	Status Federal State	Habitats in West Sacramento
Valley elderberry longhorn beetle	FT	Riparian
Sacramento anthicid beetle	C2	Riparian
California tiger salamander	C2/ST	Vernal pools
Giant garter snake	C2/ST	Marsh, rice fields
Double-crested cormorant	CSC	Lakes and rivers
Bald eagle	FE/SE/CP	Lakes and rivers
Swainson's hawk	C2/ST	Riparian, agricultural
Golden eagle	CP	Grasslands, agricultural
Northern harrier	CSC	Grasslands
Cooper's hawk	CSC	Riparian, grassland
Sharp-shinned hawk	CSC	Riparian, grassland
Peregrine falcon	FE/SE/CP	Rivers, agricultural, grassland
Prairie falcon	CSC	Grassland
Black-shouldered kite	CP	Riparian, grassland, agricult.
Sandhill crane	C2/CSC	Agricultural, marsh
Long-billed curlew	C2	Agricultural
Burrowing owl	CSC	Grassland, agricultural
Short-eared owl	CSC	Grassland, agricultural
Western yellow-billed cuckoo	C2/ST	Riparian
Bankswallow	CSC	Riparian
Yellow warbler	CSC	Riparian
Tricolored blackbird	C2	Marsh, agricultural
Ringtail	CP	Riparian

Federal = U.S. Fish and Wildlife Service 1987

- FE = Listed as Endangered under the federal Endangered Species Act.
 FT = Listed as Threatened under the federal Endangered Species Act.
 C2 = A Candidate species under review for federal listing. Category 2 includes species for which the USFWS presently has some biological information indicating that "proposing to list them as endangered or threatened species is possibly appropriate," but for which further biological research and field study is usually needed to determine biological vulnerability and threats. Category 2 species are not necessarily less rare or less threatened than Category 1 species. The distinction relates to the amount of data available and is therefore administrative rather than biological.
- C3 = No longer a Candidate for federal listing; Category C3 species are too common to be eligible for federal listing, but may still qualify for protection under state laws.

State = California Department of Fish and Game 1987

- SE = Listed as Endangered under the California Endangered Species Act.
 ST = Listed as Threatened under the California Endangered Species Act.
 CP = California fully protected species; individual may not be possessed or taken at any time.
 CSC = Considered a species of special concern by the California Department of Fish and Game.

Giant garter snake. The giant garter snake primarily occurs in established irrigation ditches with grassy banks and emergent vegetation, such as tules and cattails. Less often it is found in rice fields. Ungrazed areas with tall streamside vegetation and abundant rodent burrows provide cover for snakes seeking refuge during winter floods.

In West Sacramento, this species occurs in canals near the Sacramento Bypass, the east side of the Yolo Bypass (especially in toe drains outside the levees), and most canals in the central and southern portion of West Sacramento, except the Deep Water Ship Channel. Heavily-grazed or urbanized areas with few rodent burrows, sparse vegetation, and compacted soils provide little cover for giant garter snakes.

Bald eagle. This species is a regular winter visitor to Folsom Lake and the Lower American River, but no records exist for the West Sacramento area. The potential range of this predatory and scavenging species includes the entire state, so future sightings could be made in portions of the West Sacramento area where waterfowl and other prey species concentrate, such as the Yolo and Sacramento Bypasses.

Swainson's Hawk. During 1986, two active nests of this species were located in riparian habitats at the site of the proposed Lighthouse Marina project near River Mile 61. The NDDDB also lists the following additional nesting records for this species in the vicinity of the West Sacramento area: 1) the Sacramento River at Chickory Bend (east side of the river; this territory was active and productive from 1979 to 1984, except possibly 1980); 2) Sacramento River one mile northwest of I-80; 3) near the mouth of the Natomas East Main Drainage Canal on the Sacramento River. Swainson's hawks typically nest in dense riparian groves of the Central Valley and are vulnerable to disturbances near their nest sites.

Peregrine falcon. This species has been recorded in the nearby North and South Natomas areas during the Sacramento Audubon Society's Christmas Bird Counts. The peregrine falcon also has been recorded in the Yolo Bypass when large concentrations of waterfowl are present. Peregrine falcons could potentially occur in the West Sacramento area from late summer through winter. Drainage of wetlands decreases the habitat value for peregrine falcons because such drainage reduces the number of shorebirds, waterfowl, and other prey.

Sandhill crane. This species occurs regularly in the Yolo Bypass during the winter and could potentially visit agricultural areas in the southern portion of the West Sacramento area.

Long-billed curlew. Long-billed curlews are not known to nest in California, but non-breeding individuals forage and roost in the Yolo and Sacramento Bypasses. Curlews also may be regular winter visitors to agricultural fields in the southern portion of the West Sacramento area.

Western yellow-billed cuckoo. This species was historically a common nesting species in riparian habitats along the Sacramento and Lower American River; early ornithologists (circa 1870) recorded them as "common" in city parks in Sacramento. There have been no recent records of this species in the West Sacramento area, but a migrant individual was observed nearby at Elkhorn Slough, Yolo County, in 1982.

Tricolored blackbird. Although it has declined substantially in recent years, the tricolored blackbird is widespread in marshes and agricultural fields of the Central Valley. Although no breeding colonies are known in the West Sacramento area, this species is a regular winter

visitor to the Yolo and Sacramento Bypasses. It could also frequent agricultural fields of West Sacramento during the winter.

California Fully-Protected Species

Golden eagle. Although this species is occasionally observed over agricultural areas in eastern Yolo County, no nesting sites have been recorded in the West Sacramento area. Golden eagles typically prefer to nest in tall trees or cliffs in remote areas. No suitable habitat of this type occurs in West Sacramento or nearby.

Black-shouldered kite. This species is a fairly common permanent resident of annual grasslands and agricultural fields of the West Sacramento area. Groups of up to 34 individual black-shouldered kites have been observed roosting near Fisherman's Lake in nearby North Natomas, and similar habitats exist in West Sacramento. The California Department of Fish and Game gives special consideration to communal roosts and nest sites of this species when reviewing reports of project impacts.

Ringtail. This small mammal is typically found in chaparral and oak woodland habitats of the West, but recent studies indicate that it is also found in riparian forests bordering the Sacramento River and its tributaries. One individual was observed near Discovery Park several years ago, but no observations of this species have been made within the West Sacramento area. The nocturnal and secretive nature of ringtails precludes casual sightings; therefore, unless tracking and trapping efforts are made, this species is unlikely to be reported.

Bird Species of Special Concern in California

Although these species have no formal legal protection, they are considered species of special concern by the California Department of Fish and Game.

Double-crested cormorant. This species is a regular resident in Yolo County, but its nesting status in this area is uncertain. In West Sacramento, it frequents the Deep Water Ship Channel, Lake Washington, and slow-moving portions of the Sacramento River.

Northern harrier. This species is a fairly common resident of grasslands, marshlands, and agricultural areas within the West Sacramento area. In general, its populations have declined in the Central Valley because its nest sites have been disturbed by agricultural equipment and destruction of freshwater marshes and other wetland habitats.

Cooper's hawk. This species is known to nest in Yolo County, but no nesting sites are known within the West Sacramento area. Potential nesting areas may exist in riparian habitats of the Sacramento River in the West Sacramento vicinity.

Sharp-skinned hawk. This species is not known to breed in Yolo County but it frequents this area as a winter visitor. It has been recorded in riparian habitats and agricultural fields in West Sacramento.

Prairie falcon. This species is probably a regular winter visitor to agricultural fields and grasslands in West Sacramento. It requires cliffs for nesting and no habitats of this type exist in West Sacramento.

Burrowing owl. Destruction of ground squirrel colonies, conversion of pastureland to agricultural and urban development, poisoning, and human disturbance have been the major reasons for the decline of this species. It is known to nest along levees and in fields of the Yolo Bypass, and breeding colonies probably exist in the West Sacramento area.

Short-eared owl. This species is a rare but regular nester in Yolo County, but its populations are typically higher in the nonbreeding season. It probably occurs in agricultural fields and grasslands in the southern portion of the West Sacramento area.

Bank swallow. Several colonies of this species are known from earthen banks of the Sacramento River in Yolo County, but breeding sites are presently unknown within the West Sacramento area. Bank swallows have declined dramatically in the Sacramento Valley due to rip-rapping and other methods of bank stabilization which destroy their habitat.

Yellow warbler. Although this species is fairly common during migration, it no longer breeds in Yolo County. Destruction of riparian nesting habitats and parasitism by brown-headed cowbirds has caused a dramatic decline in this species throughout California.

FISHERIES

Water bodies within and bordering West Sacramento support a wide variety of fish and intensive fishing activity. Major water bodies include the Sacramento River, the Deep Water Ship Channel, Lake Washington, the Yolo Bypass toe drain, and perennial water in the Sacramento Bypass north of West Sacramento. Although sampling to determine fish species diversity has been limited, species found in nearby waters undoubtedly also occur in the waters of West Sacramento. These species are listed in Table VIII-5. Many of these species are important components of sport and commercial fisheries.

Sacramento River Fisheries

The Sacramento River supports the most significant fisheries resources of the West Sacramento area. Resident species account for some of these resources, but anadromous species, including chinook salmon, striped bass, American shad, and steelhead trout, are the most numerous and highly valued.

The river provides a migration path for adult fish making their way to spawning grounds and a transitory rearing habitat for juvenile fish migrating to the Delta and the ocean. More than 50 percent of California's harvests of chinook salmon, striped bass, and American shad are taken from this section of the Sacramento River during migration. Sport fishing activity is greatest in the fall, targeting chinook salmon, and again in early spring, targeting mostly striped bass.

Other Fisheries

The Deep Water Ship Channel supports an active fishery for striped bass during the winter and spring. A major limitation for boat- and shore-based sport fishing is lack of access to the channel. Warmwater game fish are caught in the channel throughout the year.

Natural Resources

Lake Washington is not heavily fished by anglers, but supports a commercial fishery for carp, blackfish, and hitch. Warmwater game fish probably inhabit the lake along with nongame species. Remaining water bodies support an assortment of warmwater game and non-game fish, with the Sacramento Bypass receiving relatively heavy sportfishing activity.

TABLE VIII-5

FISH SPECIES FOUND IN WATERS IN
AND AROUND WEST SACRAMENTO**Anadromous**

Pacific lamprey	<i>Lampetra tridentata</i>
River lamprey	<i>Lampetra ayresi</i>
Pacific brook lamprey	<i>Lampetra pacifica</i>
White sturgeon	<i>Acipenser transmontanus</i>
Green sturgeon	<i>Acipenser medirostris</i>
Steelhead	<i>Oncorhynchus mykiss</i>
Chinook salmon	<i>Oncorhynchus tshawytscha</i>
American shad	<i>Alosa sapidissima</i>
Striped bass	<i>Morone saxatilis</i>

Warmwater Game Fish

Channel catfish	<i>Ictalurus punctatus</i>
White catfish	<i>Ictalurus catus</i>
Brown bullhead	<i>Ictalurus nebulosus</i>
Black bullhead	<i>Ictalurus melas</i>
Sacramento perch	<i>Archoplites interruptus</i>
Black crappie	<i>Pomoxis nigromaculatus</i>
White crappie	<i>Pomoxis annularis</i>
Warmouth	<i>Lepomis gulosus</i>
Green sunfish	<i>Lepomis cyanellus</i>
Bluegill	<i>Lepomis macrochirus</i>
Redear sunfish	<i>Lepomis microlophus</i>
Largemouth bass	<i>Micropterus salmoides</i>
Smallmouth bass	<i>Micropterus dolomieu</i>

Non-Game Fish

Threadfin shad	<i>Dorosom petenense</i>
Carp	<i>Cyprinus carpio</i>
Goldfish	<i>Carassius auratus</i>
Golden shiner	<i>Notemigonus crysoleucas</i>
Sacramento blackfish	<i>Orthodon microlepidotus</i>
Hardhead	<i>Mylopharodon conocephalus</i>
Hitch	<i>Lavinia exilicauda</i>
Sacramento squawfish	<i>Ptychocheilus grandis</i>
Sacramento splittail	<i>Pogonichthys macrolepidotus</i>
California roach	<i>Hesperoleucus symmetricus</i>
Speckled dace	<i>Rhinichthys osculus</i>
Red shiner	<i>Notropis lutrensis</i>
Sacramento sucker	<i>Catostomus occidentalis</i>

TABLE VIII-5 (Continued)

FISH SPECIES FOUND IN WATERS IN
AND AROUND WEST SACRAMENTO

Mosquitofish	<i>Gambusia affinis</i>
Mississippi silverside	<i>Menidia audens</i>
Threespine stickleback	<i>Gasterosteus aculeatus</i>
Bigscale logperch	<i>Percina macralepida</i>
Tule perch	<i>Hysterocarpus traskii</i>
Coast range sculpin	<i>Cottus aleuticus</i>
Prickly sculpin	<i>Cottus asper</i>
Riffle sculpin	<i>Cottus gulosus</i>

Source: California Department of Fish and Game

AIR RESOURCES

West Sacramento is located in the southern portion of the Sacramento Valley Air Basin. Yolo County, Sacramento County, and portions of Placer and Solano Counties constitute the Sacramento Air Quality Maintenance Area (AQMA), the air quality planning area for the Sacramento region.

West Sacramento is located in Yolo County adjacent to Sacramento County. Many of the air quality problems in the West Sacramento area are related to pollutants and traffic that originate in Sacramento County. To clarify air resource issues in West Sacramento, data for both Yolo and Sacramento Counties are included in this section where appropriate.

West Sacramento lies within the southern portion of the Sacramento Valley, which is bounded by the Coast Ranges on the west and the Sierra Nevada on the east. The Carquinez Strait is a sea level gap in the coastal range located 55 miles southwest of the study area, and the intervening terrain is flat. Table VIII-6 shows average climatological data for the Sacramento area.

TABLE VIII-6
CLIMATOLOGICAL DATA FOR WEST SACRAMENTO

Month	Normal Temperatures in Degrees Fahrenheit		
	Minimum	Monthly Average	Maximum
January	37.9	45.3	52.6
April	45.3	58.2	71.0
July	57.9	75.6	93.3
October	50.0	63.9	77.7
Year	47.8	60.6	73.4

Normal Monthly Precipitation (in inches)	
January	4.03
April	1.31
July	0.05
October	0.86
Total for Year	17.10

Normal Relative Humidity (in percent)		
	Day	Night
January	71	90
April	43	81
July	28	76
October	39	76
Year	46	82

Normal Wind Direction and Speed		
	Direction	Speed (mph)
January	SE	7.6
April	SW	8.9
July	SSW	9.0
October	SW	6.6
Year	SW	8.1

Source: U.S. National Climatic Data Center 1985.

Airflow patterns in the Sacramento Valley Air Basin can generally be characterized by one of eight directional types illustrated in Figure VIII-6. The percentage of occurrence of these airflow types as they vary by 6-hour intervals and by season of the year is contained in Table VIII-7. Examination of the data in Table VIII-7 reveals seasonal and diurnal variations of consequence in airflow types. For example, the sea breeze pattern (type I on Figure VIII-6) dominates the wind flow in spring and summer, especially in the afternoon. In the winter, calm conditions and poor ventilation (type IX in Figure VIII-6) dominate the late evening and early morning atmosphere.

In addition to wind patterns listed in Table VIII-7, West Sacramento is affected by the "Schultz Eddy," which is present about one-half of the time in July. This eddy circulates air into the area

from the coast, returns over-night, then dissipates around noon when the delta sea breeze arrives. Because the eddy returns after flowing through area, it plays a major role in preventing the northerly dissipation of air pollutants, particularly ozone. Figure VIII-6 shows the circulation of pattern of the Schultz Eddy.

Air Quality Standards and Management Plans

The federal Clean Air Act establishes air quality standards for several pollutants and requires areas that violate these standards to prepare and implement plans to achieve standards by certain deadlines. State and federal air quality standards are detailed in Table VIII-8. The pollutants of greatest concern in the greater Sacramento area and most of California are ozone (the major component of smog) and carbon monoxide.

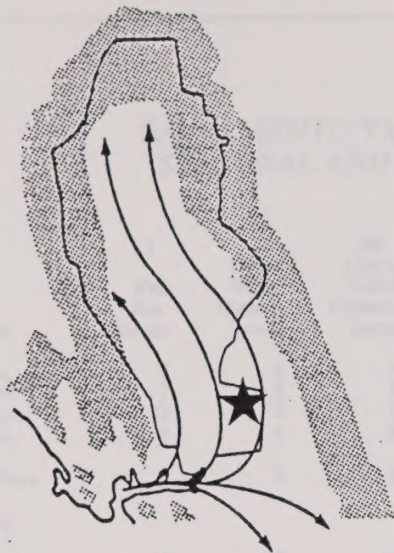
Both the State of California and the federal government have established a variety of ambient air quality standards for various pollutants. Air quality standards are divided into primary standards, which are designated to protect public health, and secondary standards, which are intended to protect the public welfare from effects such as visibility reduction, soiling, nuisance, and other forms of damage.

The state one-hour ozone standard is 0.10 ppm (parts per million, by volume), not to be equalled or exceeded. The federal one-hour ozone standard is 0.12 ppm, not to be exceeded more than three times in any three-year period.

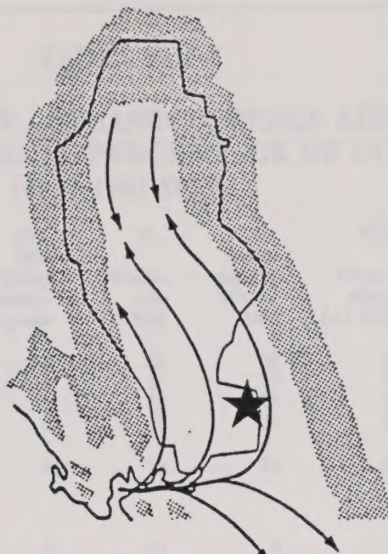
State and federal carbon monoxide (CO) standards have been set for both one-hour and eight-hour averaging times. The state one-hour CO standard is 20 ppm, while the federal one-hour CO standard is 35 ppm. Both state and federal standards are 9 ppm for the eight-hour averaging period. State CO standards are specified as values never to be exceeded. Federal CO standards are specified as values not to be exceeded more than once per year.

The federal deadline for attaining both the ozone and CO standards was December 31, 1987. The plan for achieving these standards, the Sacramento Air Quality Plan, was adopted by the Sacramento Area Council of Governments (SACOG) in 1982. A new air quality plan is currently in development. The entire Sacramento Valley AQMA currently has a nonattainment designation for ozone. The West Sacramento portion of Yolo County has an unclassified status for CO; which means that insufficient monitoring data have been collected to date to determine attainment status. The urbanized portion of Sacramento County is designated a nonattainment area for CO.

Figure VIII-6
AIRFLOW PATTERNS OF THE SACRAMENTO VALLEY AIR BASIN



I Full Sea Breeze



II Upper Valley Convergence



III Lower Valley Convergence



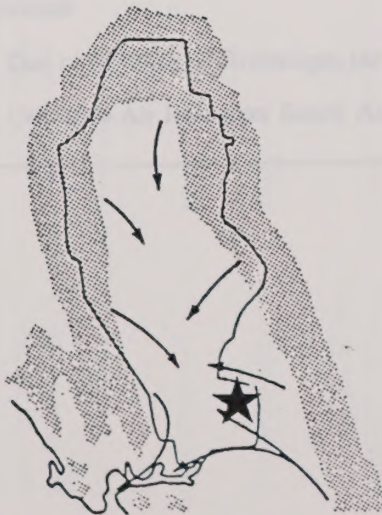
IV Mid Valley Divergence



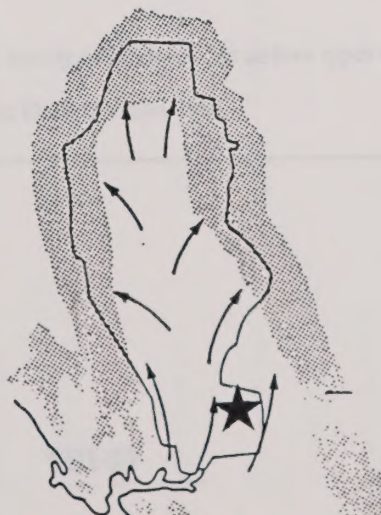
V Northerly (Winds > 5 k)



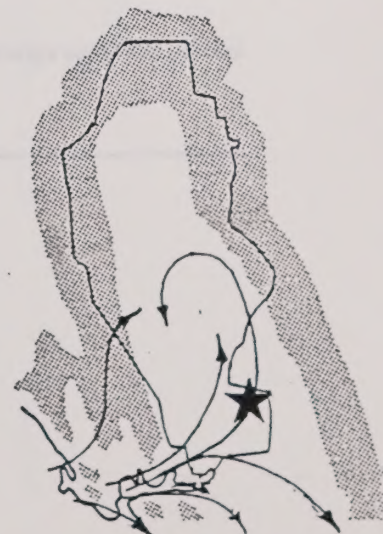
VI Southerly (No Marine Air)



VII Downslope (Winds < 6 k)



VIII Upslope (Winds < 6 k)



"Schultz Eddy"

AIRFLOW PATTERNS OF THE SACRAMENTO VALLEY AIR BASIN

TYPE 10-2

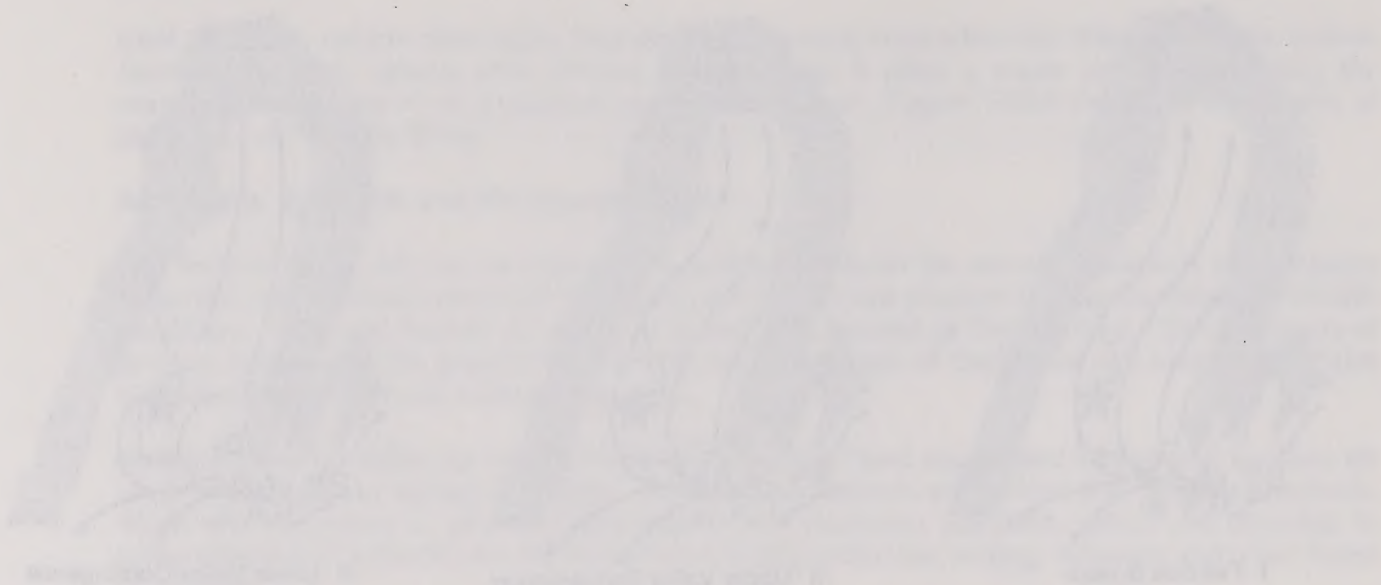


TABLE VIII-7

**SACRAMENTO VALLEY AIR BASIN SURFACE AIRFLOW TYPES
SEASONAL AND DIURNAL PERCENTAGE OF OCCURRENCE
(1977-1981 DATA)**

	I	II	III	IV	V	VI	VII	VIII	IX
	Full Sea Breeze	Upper Valley Conver- gence	Lower Valley Conver- gence	Mid Valley Conver- gence	North- erly (>5 Kts)	South- erly, No Marine Air	Down- slope (<5 Kts)	Upslope (< 5 Kts)	Calm
Winter									
4 a.m.	6	4	4	1	22	23	8	4	27
10 a.m.	7	6	5	3	31	22	9	2	15
4 p.m.	13	6	3	10	26	22	7	3	8
10 p.m.	8	5	8	2	19	22	8	4	23
All Times	9	5	5	4	25	22	8	3	18
Spring									
4 a.m.	19	17	14	0	21	8	9	4	10
10 a.m.	27	11	10	2	35	5	3	3	2
4 p.m.	43	8	4	7	28	6	1	1	2
10 p.m.	26	22	14	1	14	5	8	2	7
All Times	29	14	10	3	25	6	5	3	5
Summer									
4 a.m.	40	25	20	1	6	0	1	2	7
10 a.m.	48	14	16	3	17	0	1	1	*
4 p.m.	75	7	4	4	11	0	*	0	*
10 p.m.	57	20	14	0	4	0	1	1	3
All Times	55	16	13	2	9	0	1	1	3
Fall									
4 a.m.	13	13	16	1	17	6	13	2	21
10 a.m.	21	8	12	3	35	7	7	2	5
4 p.m.	33	8	4	11	26	7	5	3	3
10 p.m.	20	18	9	1	14	6	12	3	18
All Times	22	12	10	4	23	6	9	2	12
4 a.m.	20	15	14	1	17	9	8	3	16
10 a.m.	26	10	11	3	30	9	5	2	6
4 p.m.	41	7	4	8	23	9	3	2	3
10 p.m.	30	16	11	1	10	8	7	3	13
All Times	29	12	10	3	20	9	6	2	9

* < 0.5 percent

Note: Due to rounding of percentages, the sum of hourly percentages for airflow types will not always equal 100 percent.

Source: California Air Resources Board, Aerometric Data Division 1984.

TABLE VIII-8
AMBIENT AIR QUALITY STANDARDS APPLICABLE IN CALIFORNIA

Pollutant	Symbol	Averaging Time	Standard, as ppm		Standard, as ug/m ³		Violation Criteria	
			Calif	Nat'l	Calif	Nat'l	Calif	Nat'l
Ozone	O3	1 hour	0.10	0.12	200	235	if equaled or exceeded	if exceeded on more than 3 days in 3 years
Carbon Monoxide (Lake Tahoe Only)	CO	8 hours	9.0	9	10,000	10,000	if exceeded	if exceeded on more than one day per year
		1 hour	20	35	23,000	40,000		
		8 hours	6	---	7,000	---		
Nitrogen Dioxide	NO2	annual average	---	0.05	---	100	if equaled or exceeded	if exceeded
		1 hour	0.25	---	470	---		
Sulfur Dioxide	SO2	annual average	---	0.03	---	80	if exceeded	if exceeded on more than one day per year
		24 hours	0.05	0.14	131	365		
		1 hour	0.25	---	655	---		
Hydrogen Sulfide	H2S	1 hour	0.03	---	42	---	if equaled or exceeded	
Vinyl Chloride	C2H3Cl	24 hours	0.010	---	26	---	if equaled or exceeded	
Particulate Matter, 10 microns or less	PM10	annual geometric mean	---	---	30	50	if exceeded	if exceeded on more than one day per year
		24 hours	---	---	50	150		
Sulfate Particles	SO4	24 hours	---	---	25	---	if equaled or exceeded	
Lead Particles	Pb	calendar quarter	---	---	---	1.5	if equaled or exceeded	if exceeded on more than one day per year
		30 days	---	---	1.5	---		

ppm = parts per million by volume.

ug/m³ = micrograms per cubic meter.

All standards are based on measurements at 25 degrees C and 1 atmosphere pressure.

National standards shown are the primary (health effects) standards.

The California 24-hour standard for SO2 applies only when state O3 or PM10 standards are being violated concurrently.

In November 1987 the California Air Resources Board adopted a new ozone standard of 0.09 ppm; regulations implementing this standard have not yet been approved by the Office of Administrative Law.

Emissions

Urban emissions in the Yolo and Sacramento County areas are the primary source of both ozone and carbon monoxide. Table VIII-9 shows the results of air quality monitoring in Yolo County and Table VIII-10 shows the results of air quality monitoring in Sacramento County.

Tables VIII-11 and VIII-12 list the sources of emissions in Yolo and Sacramento Counties that contribute to ozone and particulate problems. The tables include estimates of current emissions and projections of future emissions. The data are disaggregated by emission source category.

There are several significant "point" sources of emissions in the West Sacramento area. Point sources of emissions are individual, identifiable, relatively large sources of emissions. Point source facilities in West Sacramento that emit 25 tons or more per year of any criteria pollutant are listed in Table VIII-13 and shown in Figure VIII-7. Automobiles are also a major source of emissions in West Sacramento; areas of concern include the highways and heavily-traveled roadways.

Ozone

Ozone is a public health concern because it is a respiratory irritant that also increases susceptibility to respiratory infections. Ozone causes significant damage to leaf tissues of crops and natural vegetation. Ozone also damages many materials by acting as a chemical oxidizing agent.

Ozone, the main constituent of photochemical smog, is primarily a summer and fall period pollution problem. Federal and state ozone standards have been exceeded periodically in West Sacramento at the air quality monitoring station in Broderick. Major sources of regional ozone problems are motor vehicle emissions and volatile organic compounds.

Ozone is not emitted directly into the air, but is formed through a complex series of chemical reactions involving other directly emitted compounds (e.g., various organic compounds, nitric oxides, and nitrogen dioxide). The time required for these reactions allows the reacting compounds to spread over a large area, producing a regional pollutant problem. Ozone problems are the cumulative result of regional development patterns, rather than the result of a few incrementally significant emission sources.

The ozone standard was violated at the West Sacramento monitoring station in 1984, 1985, and 1986. Recent monitoring data for Sacramento County show violations of the state and federal ozone standard at all monitoring stations but one since 1981.

TABLE VIII-9

Summary of Air Quality Monitoring Data for Sacramento County

Monitoring Station	Parameter	Carbon Monoxide										Ozone							
		1978	1979	1980	1981	1982	1983	1984	1985	1986	1978	1979	1980	1981	1982	1983	1984	1985	1986
1025 P Street ^a	Peak-hour value ^b	15.0	11.0	12.0							0.14	0.13	0.14						
	Peak 8-hour value ^b	7.0	7.1	7.6							NA	NA	NA						
	Days above standard ^c	0	0	0							6	2	2						
Creekside School ^d	Peak-hour value ^b	19.0	15.0	16.0	12.0	12.0					0.22	0.20	0.18	ND	0.13				
	Peak 8-hour value ^b	11.9	11.8	11.8	10.4	6.3					NA	NA	NA	ND	NA				
	Days above standard ^c	7	6	6	1	0					15	2	8	ND	1				
North Highlands ^e	Peak-hour value ^b	10.0	8.0	10.0	9.0	9.0	8.0	8.0	10.0	10.0	0.21	0.17	ND	0.18	0.16	0.17	0.17	0.18	0.16
	Peak 8-hour value ^b	6.0	4.9	5.5	3.9	4.9	5.1	5.4	6.3	6.3	NA	NA	NA	NA	NA	NA	NA	NA	NA
	Days above standard ^c	0	0	0	0	0	0	0	0	0	17	5	ND	11	8	4	11	10	13
Meadowview Road ^f	Peak-hour value ^b										0.11	0.13	0.15	0.11	0.12	0.12	0.11	0.11	0.10
	Peak 8-hour value ^b										NA	NA	NA	NA	NA	NA	NA	NA	NA
	Days above standard ^c										0	1	3	0	0	0	0	0	0
Folsom	Peak-hour value ^b										0.19	0.25	0.16	0.17	0.16	0.14	0.18	0.17	0.15
	Peak 8-hour value ^b										NA	NA	NA	NA	NA	NA	NA	NA	NA
	Days above standard ^c										23	18	7	12	12	7	19	13	7
El Camino and ^g Watt Avenues	Peak-hour value ^b	30.0	17.0		17.0	17.0	19.0	18.0	ND	20.0									
	Peak 8-hour value ^b	15.0	11.5		13.5	15.1	14.1	12.4	13.3	13.9									
	Days above standard ^c	6	2		6	5	4	5	11	11									
Citrus Heights- Sunrise Boulevard	Peak-hour value ^b			10.0	10.0	10.0	9.0	9.0	9.0	11.0				0.14	0.13	0.15	0.19	0.20	0.15
	Peak 8-hour value ^b			7.0	5.1	8.4	5.4	5.1	7.4	6.1				NA	NA	NA	NA	NA	NA
	Days above standard ^c			0	0	0	0	0	0	0				12	1	5	9	10	4
Del Paso Manor ^h	Peak-hour value ^b				12.0	14.0	12.0	13.0	12.0	13.0				0.15	0.15	0.15	0.21	0.19	0.16
	Peak 8-hour value ^b				10.3	13.3	10.9	9.1	9.3	9.5				NA	NA	NA	NA	NA	NA
	Days above standard ^c				1	3	2	0	3	1				9	4	9	10	9	9

Notes:

NA = Not applicable.

ND = No data or inadequate data during season of high pollution levels.

^a Station closed at end of 1980.^b Peak-hour and peak 8-hour values given as parts per million by volume (ppm).^c For ozone, days with a peak 1-hour value exceeding the federal primary standard of 0.12 ppm; for carbon monoxide (CO), days with a peak 8-hour average value exceeding the federal primary and state standards of 9 ppm.^d Instrumentation problems invalidated 1981 ozone data; ozone monitoring discontinued October 1982; no CO data reported for April-September 1981; CO monitoring discontinued July 1982.^e Station at Blackfield Drive closed in September 1979; station on Blackfoot Way began operating in January 1980.^f Station at Meadowview closed January 1985-March 1985, November 1985-December 1985, and January 1986-March 1986.^g Temporary station December 1978-February 1979; permanent station began operating in January 1981; station closed February 1986-July 1986.^h Station began operating in April 1981.

Source: California Air Resources Board 1979-1987.

TABLE VIII-10

Summary of Air Quality Monitoring Data for Yolo County

March 30, 1990

Monitoring Station	Parameter	Carbon Monoxide						Ozone					
		1981	1982	1983	1984	1985	1986	1981	1982	1983	1984	1985	1986
Woodland West ^a Main Street	Peak-hour value ^b	13.0	9.0	10.0	9.0	12.0	13.0	0.13	0.12	0.11	0.12	0.11	0.12
	Peak 8-hour value ^b	4.3	6.4	3.8	4.1	4.9	6.0	NA	NA	NA	NA	NA	NA
	Days above standard ^c	0	0	0	0	0	0	4	0	0	0	0	0
Davis ^d	Peak-hour value ^b												
	Peak 8-hour value ^b												
	Days above standard ^c												
Davis Golf Course ^e	Peak-hour value ^b								0.12	0.12	0.12	0.11	0.11
	Peak 8-hour value ^b								NA	NA	NA	NA	NA
	Days above standard ^c								0	0	0	0	0
Dunnigan I-5 Rest Area ^f	Peak-hour value ^b								0.12	0.10	0.11		
	Peak 8-hour value ^b								NA	NA	NA		
	Days above standard ^c								0	0	0		
Broderick ^g	Peak-hour value ^b									0.12	0.14	0.14	0.14
	Peak 8-hour value ^b									NA	NA	NA	NA
	Days above standard ^c									0	2	1	2

Notes:

NA = not applicable

^aNo ozone or CO data reported for December 1980.^bPeak-hour and peak 8-hour values given as parts per million by volume (ppm).^cFor ozone, days with a peak 1-hour value exceeding the federal primary standard of 0.12 ppm; for carbon monoxide (CO), days with a peak 8-hour average value exceeding the federal primary and state standards of 9 ppm.^dNo ozone data reported for January-April 1979 and October-December 1979.^eSpecial study monitoring. No ozone data reported for January-April 1982, December 1982, January-April 1983, November-December 1983, January-April 1984, November-December 1984, January-April 1985, December 1985, January-March 1986, and November-December 1986.^fSpecial study monitoring. No ozone data reported for January-April 1983, and January-April 1984.^gNo ozone data reported for November 1985.

Source: California Air Resources Board 1982-1987.

TABLE VIII-11

Emissions Projections for Sacramento County in Tons Per Day and Percent of Total

Source Category	Reactive Organic Compounds								Nitrogen Oxides								Particulate Matter							
	1988		1990		1995		2000		1988		1990		1995		2000		1988		1990		1995		2000	
	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent
Fuel Combustion	0.30	0.33%	0.40	0.46%	0.40	0.43%	0.40	0.47%	7.70	10.59%	7.90	11.19%	8.70	12.64%	9.50	13.40%	0.60	0.25%	0.60	0.24%	0.60	0.21%	0.70	0.21%
Agricultural Waste Burning	0.50	0.55%	0.50	0.57%	0.50	0.54%	0.60	0.71%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	1.10	0.47%	1.10	0.41%	1.10	0.38%	1.20	0.37%
Other Waste Burning	0.20	0.22%	0.20	0.23%	0.20	0.22%	0.20	0.24%	0.10	0.14%	0.10	0.14%	0.10	0.15%	0.10	0.14%	0.60	0.25%	0.70	0.28%	0.80	0.28%	0.80	0.24%
Solvent Use	25.80	28.17%	26.90	30.18%	29.80	32.25%	32.70	38.43%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Petroleum Process, Storage and Transfer	4.20	4.59%	4.30	4.94%	4.50	4.87%	4.60	5.41%	2.20	3.03%	2.30	3.26%	2.60	3.79%	2.80	3.95%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Industrial Processes	1.00	1.09%	1.00	1.15%	1.10	1.19%	1.20	1.41%	0.10	0.14%	0.10	0.14%	0.10	0.15%	0.10	0.14%	2.70	1.14%	2.80	1.11%	3.00	1.03%	3.10	0.95%
Pesticide Application	6.60	7.21%	6.70	7.69%	7.10	7.64%	7.60	8.93%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Farming Operations	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	14.20	6.01%	14.30	5.69%	15.10	5.19%	15.90	4.85%
Construction & Demolition	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	56.90	24.10%	60.40	24.03%	71.60	24.61%	82.80	25.27%
Entrained Road Dust From Paved Sources	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	147.10	62.30%	158.20	62.93%	184.70	63.49%	208.20	63.53%
Entrained Road Dust From Unpaved Sources	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	2.90	1.23%	3.00	1.19%	3.20	1.10%	3.50	1.07%
Unplanned Fires	0.20	0.22%	0.20	0.23%	0.20	0.22%	0.20	0.24%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.30	0.13%	0.30	0.12%	0.30	0.10%	0.30	0.09%
SUBTOTAL FOR STATIONARY SOURCES	38.80	42.36%	40.20	46.15%	43.80	47.40%	47.50	55.82%	10.10	13.89%	10.40	14.73%	11.50	16.76%	12.50	17.63%	226.40	95.89%	241.40	96.02%	280.40	96.39%	316.50	96.51%
On-Road Vehicles	41.20	44.94%	41.90	48.07%	45.70	49.81%	49.30	57.38%	51.70	71.11%	49.00	69.41%	45.10	65.74%	45.70	64.46%	8.10	3.43%	8.40	3.34%	8.80	3.03%	9.40	2.87%
Off-Road Vehicles	6.10	6.66%	6.30	7.23%	6.90	7.47%	7.50	8.81%	1.10	1.51%	1.10	1.56%	1.20	1.75%	1.40	1.97%	0.00	0.00%	0.10	0.04%	0.10	0.03%	0.10	0.03%
Aircraft	2.30	2.51%	2.40	2.76%	2.80	3.03%	3.10	3.64%	1.80	2.44%	1.90	2.69%	2.10	3.06%	2.40	3.39%	0.50	0.21%	0.50	0.20%	0.50	0.17%	0.50	0.15%
Other Mobile Sources	3.20	3.49%	3.30	3.79%	3.70	4.29%	3.70	4.35%	8.00	11.00%	8.20	11.61%	8.70	12.64%	8.90	12.55%	1.10	0.47%	1.00	0.40%	1.10	0.38%	1.20	0.37%
SUBTOTAL FOR MOBILE SOURCES	52.80	57.64%	46.90	53.85%	48.60	52.60%	37.60	44.18%	62.60	86.11%	60.20	85.27%	57.10	83.24%	58.40	82.37%	9.70	4.11%	10.00	3.98%	10.50	3.61%	11.20	3.42%
GRAND TOTAL FOR ALL SOURCES	91.60	100.00%	87.10	100.00%	92.40	100.00%	85.10	100.00%	72.70	100.00%	70.60	100.00%	68.60	100.00%	70.90	100.00%	1236.10	100.00%	1251.40	100.00%	1290.90	100.00%	1327.70	100.00%

Source: Air Resources Board 1988

TABLE VIII-12

Emissions Projections for Tolo County in Tons Per Day and Percent of Total

Source Category	Reactive Organic Compounds								Nitrogen Oxides								Particulate Matter							
	1988		1990		1995		2000		1988		1990		1995		2000		1988		1990		1995		2000	
	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent	tn/dy	percent
Peel Combustion	0.10	0.4%	0.10	0.51%	0.10	0.52%	0.10	0.4%	1.70	9.71%	1.70	10.06%	1.50	11.45%	2.10	12.33%	0.30	0.44%	0.30	0.42%	0.30	0.40%	0.30	0.37%
Agricultural Waste Burning	0.60	2.96%	0.60	3.06%	0.70	3.66%	0.70	3.31%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	1.30	1.91%	1.30	1.82%	1.40	1.84%	1.50	1.85%
Other Waste Burning	0.10	0.4%	0.10	0.51%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.10	0.15%	1.40	1.96%	0.10	0.13%	0.10	0.12%
Solvent Use	5.00	24.63%	5.20	26.53%	5.30	28.89%	6.60	31.19%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Petroleum Process, Storage and Transfer	3.00	14.71%	3.00	15.31%	3.10	16.23%	3.10	14.65%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Industrial Processes	0.10	0.4%	0.10	0.51%	0.10	0.52%	0.20	0.95%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	2.60	3.82%	2.60	3.65%	2.80	3.69%	2.90	3.57%
Pesticide Application	1.60	7.88%	1.60	8.16%	1.70	8.90%	1.80	8.51%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Farming Operations	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	30.10	44.20%	30.50	42.74%	32.20	42.42%	33.80	41.63%
Construction & Demolition	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	4.40	6.46%	4.70	6.59%	5.50	7.25%	6.40	7.88%
Extruded Road Dust From Paved Sources	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	19.70	28.93%	20.80	29.17%	23.40	30.83%	25.40	31.24%
Extruded Road Dust From Unpaved Sources	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%	6.70	9.84%	6.80	9.54%	7.30	9.62%	7.80	9.61%
Unplanned Fires	0.40	1.97%	0.40	2.04%	0.40	2.09%	0.40	1.89%	0.10	0.57%	0.10	0.59%	0.10	0.60%	0.10	0.59%	0.50	0.73%	0.50	0.70%	0.50	0.66%	0.50	0.62%
SUBTOTAL FOR STATIONARY SOURCES	10.90	53.69%	11.10	56.63%	12.00	62.83%	12.90	60.96%	1.80	10.29%	1.80	10.65%	2.00	12.05%	2.20	12.92%	65.70	96.48%	69.90	96.63%	73.50	96.84%	78.70	96.92%
On-Road Vehicles	7.00	34.44%	6.00	30.61%	4.50	23.56%	4.00	18.90%	10.90	62.29%	10.50	62.13%	9.70	58.43%	9.70	56.96%	1.80	2.64%	1.80	2.52%	1.80	2.37%	1.80	2.22%
Off-Road Vehicles	1.20	5.91%	1.20	6.12%	1.30	6.81%	1.40	6.62%	0.20	1.14%	0.30	1.74%	0.30	1.81%	0.30	1.76%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Aircraft	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.06	0.28%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.03	0.18%	0.00	0.00%	0.00	0.00%	0.00	0.00%	0.00	0.00%
Other Mobile Sources	1.20	5.91%	1.30	6.63%	1.30	6.81%	2.40	13.23%	4.60	26.29%	4.30	25.44%	4.60	27.71%	4.80	28.19%	0.60	0.88%	0.60	0.84%	0.60	0.79%	0.70	0.86%
SUBTOTAL FOR MOBILE SOURCES	9.40	46.31%	8.50	43.37%	7.10	37.17%	8.26	39.04%	15.70	89.71%	15.10	89.35%	14.60	87.95%	14.83	87.08%	2.40	3.52%	2.40	3.37%	2.40	3.16%	2.50	3.04%
GRAND TOTAL FOR ALL SOURCES	20.30	100.00%	19.60	100.00%	19.10	100.00%	21.16	100.00%	17.50	100.00%	16.90	100.00%	16.60	100.00%	17.03	100.00%	68.10	100.00%	71.30	100.00%	75.90	100.00%	81.20	100.00%

Source: Air Resources Board 1988

TABLE VIII-13

POINT SOURCE FACILITIES IN WEST SACRAMENTO

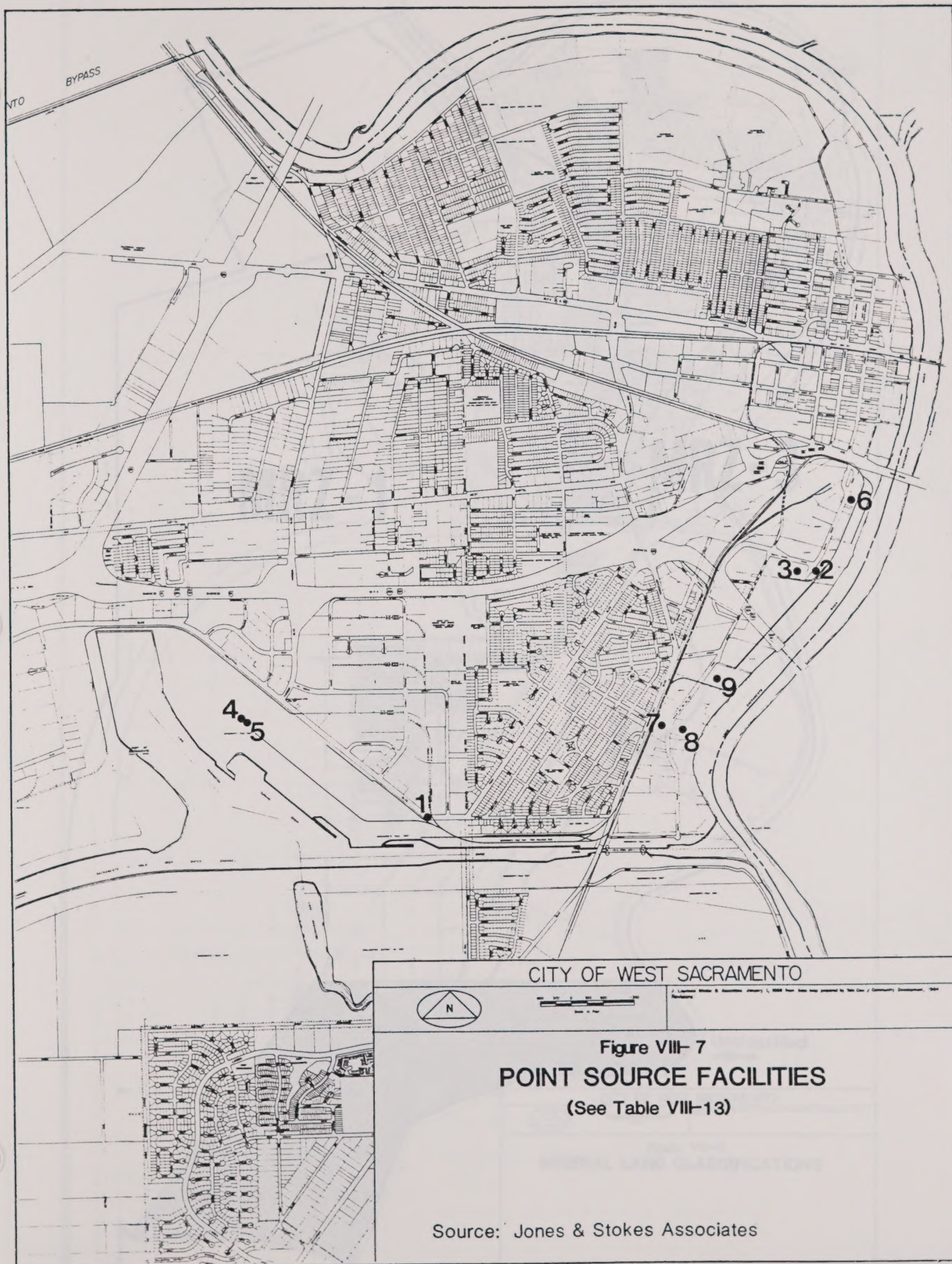
		Criteria Pollutant Emissions (Tons/Year)					
Number	Point Source Location	TOG	ROG	CO	NOx	SOx	PM
1.	Farmer's Rice Coop. (Stone Street and Industrial Boulevard)	0.1	0	0.6	4.2	0	55.3
2.	Rice Growers' Association (901 South River Road)	0	0	0.1	1.7	0	126.9
3.	Rice Mill Products (911 South River Road)	0	0	0	0	0	48.4
4.	Cargill of California, Inc. (Port of Sacramento)	0	0	0	0	0	25.0
5.	Port Terminal (Port of Sacramento)	0	0	0	0	0	35.1
6.	California Dehydrating Co. (805 South River Road)	0	0	0	0.6	0	+ /4
7.	Aminoil USA, Inc. (1700 South River Road)	42.5	42.4	0	0	0	0
8.	Atlantic Richfield Co. (1701 South River Road)	70.2	67.5	0	0	0	0
9.	Shell Oil Co. (1500 South River Road)	81.4	81.3	0	0	0	0

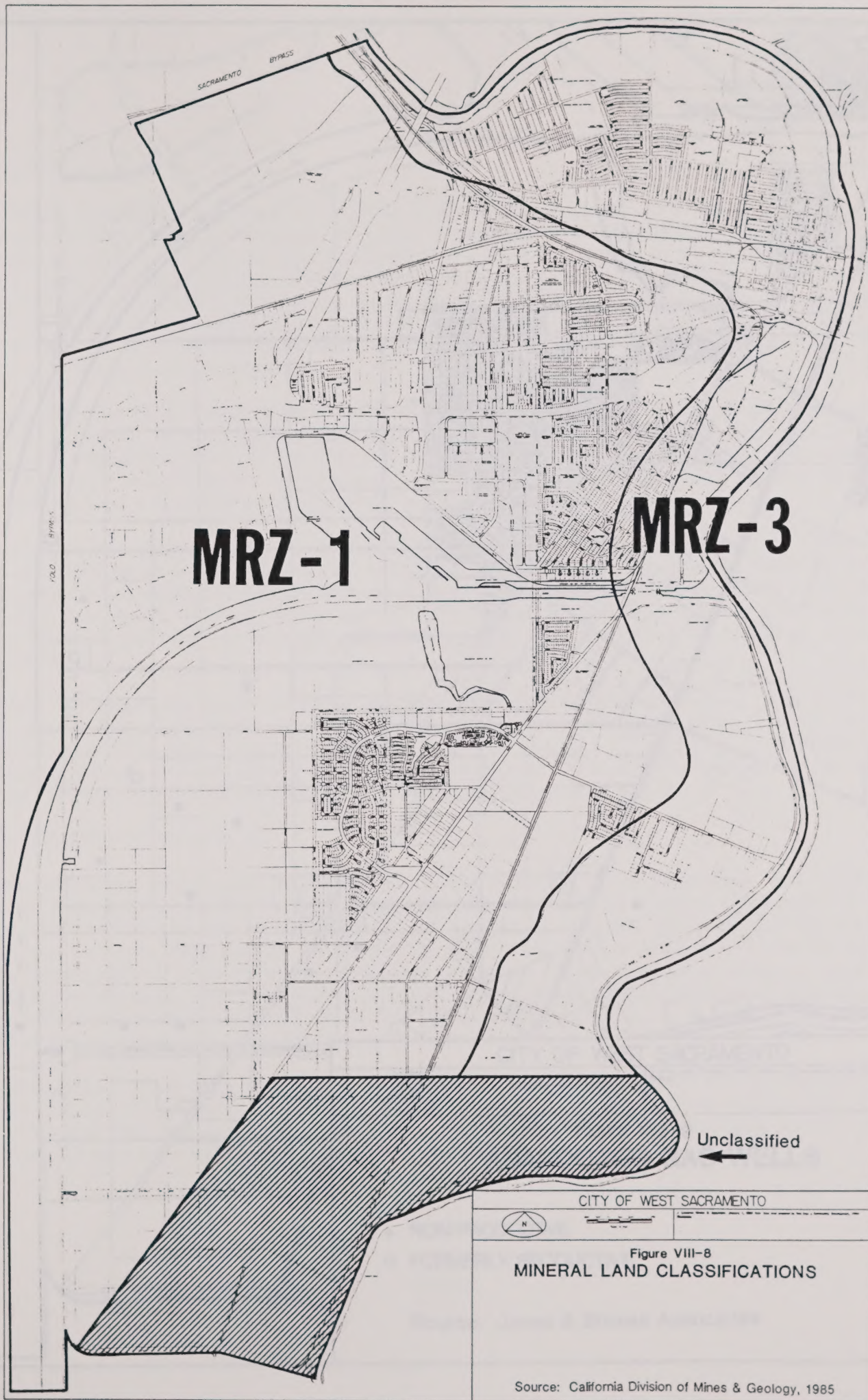
TOG = Total Organic Gases
 ROG = Reactive Organic Gases
 CO = Carbon Monoxide

NOx = Nitrogen Oxide
 SOx = Sulfur Dioxide
 PM = Particulate matter

Note: Other point sources may exist, but have not been reported by the Yolo-Solano Air Pollution Control District to the California Air Resources Board as part of the Emission Data System.

Source: California Air Resources Board, Emission Data System database, 1985.





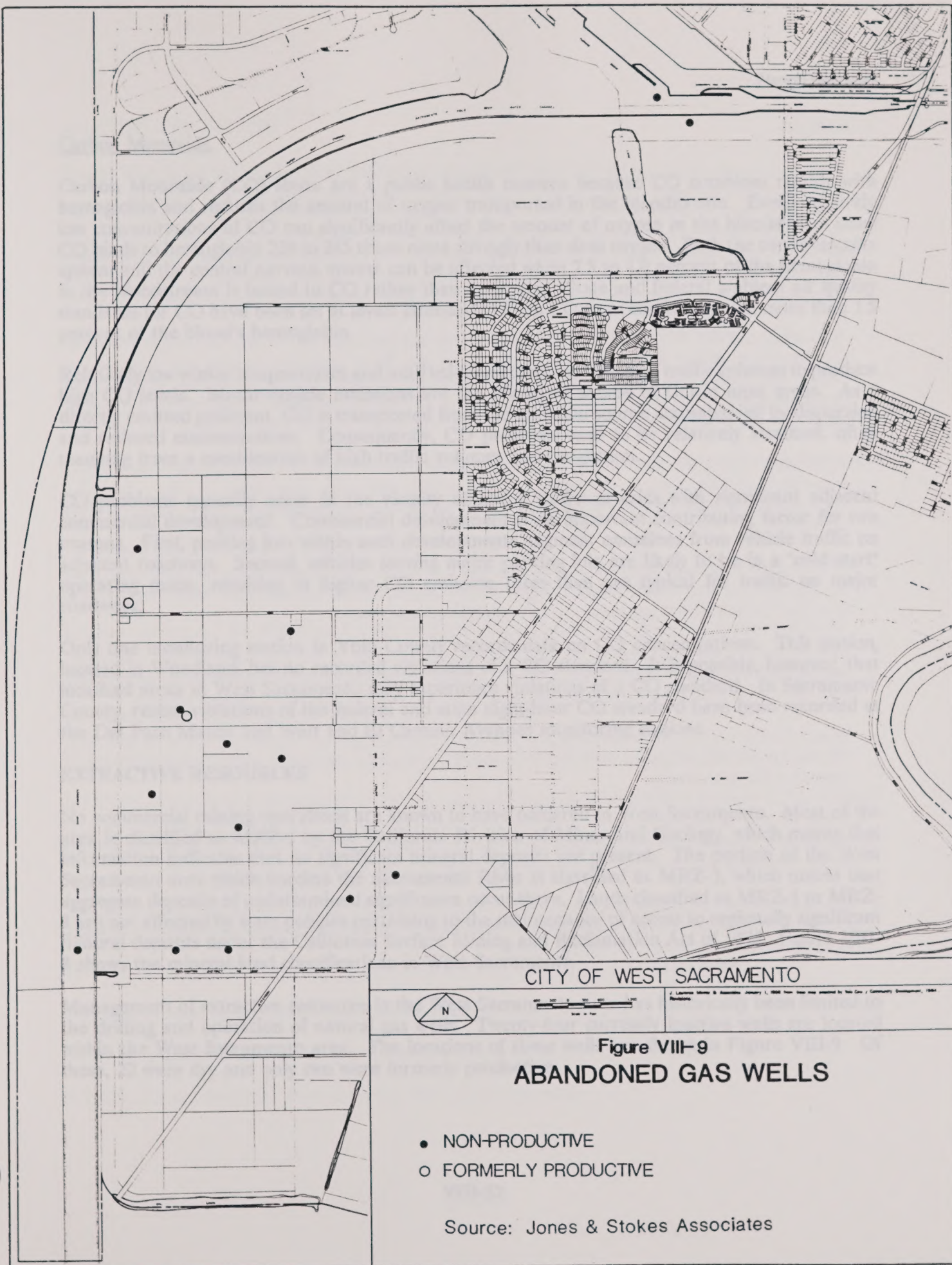


WRS-3

WRS-1

UNITED STATES OF AMERICA

OFFICE OF THE ATTORNEY GENERAL





Source: Town & Village Authorities
A. RIVERSIDE
B. HAWTHORNE
CITY OF WEST AFRICA
ABANDONED GAS WELLS

Carbon Monoxide

Carbon Monoxide (CO) levels are a public health concern because CO combines readily with hemoglobin and reduces the amount of oxygen transported in the bloodstream. Even relatively low concentrations of CO can significantly affect the amount of oxygen in the bloodstream since CO binds to hemoglobin 220 to 245 times more strongly than does oxygen. Both the cardiovascular system and the central nervous system can be affected when 2.5 to 4.0 percent of the hemoglobin in the bloodstream is bound to CO rather than to oxygen. State and federal ambient air quality standards for CO have been set at levels intended to keep CO from combining with more than 1.5 percent of the blood's hemoglobin.

Relatively low winter temperatures and wind velocities combine with high traffic volumes to produce high CO levels. Motor vehicle emissions are the dominant source of CO in most areas. As a directly emitted pollutant, CO is transported from the emission source accompanied by dispersion and reduced concentrations. Consequently, CO problems tend to be relatively localized, often resulting from a combination of high traffic volumes and congestion.

CO problems typically occur in the vicinity of major traffic arteries with significant adjacent commercial development. Commercial development is an important contributing factor for two reasons. First, parking lots within such developments augment emissions from vehicle traffic on adjacent roadways. Second, vehicles leaving major parking lots are likely to be in a "cold start" operating mode, resulting in higher CO emission rates than are typical for traffic on major roadways.

Only one monitoring station in Yolo County records data on CO concentrations. This station, located in Woodland, has no recorded violations of a CO standard. It is possible, however, that localized areas in West Sacramento may experience violations of a CO standard. In Sacramento County, recent violations of the federal and state eight-hour CO standard have been recorded at the Del Paso Manor and Watt and El Camino Avenues monitoring stations.

EXTRACTIVE RESOURCES

No commercial mining operations are known to have occurred in West Sacramento. Most of the area is classified as MRZ-1 by the California Division of Mines and Geology, which means that information indicates that no significant mineral deposits are present. The portion of the West Sacramento area which borders the Sacramento River is classified as MRZ-3, which means that aggregate deposits of undetermined significance occur there. Lands classified as MRZ-1 or MRZ-3 are not affected by state policies pertaining to the maintenance of access to regionally significant mineral deposits under the California Surface Mining and Reclamation Act of 1975. Figure VIII-8 shows the mineral land classifications in West Sacramento.

Management of extractive resources in the West Sacramento area has historically been limited to the drilling and operation of natural gas wells. Twenty-four currently inactive wells are located within the West Sacramento area. The locations of these wells are shown in Figure VIII-9. Of these, 22 were dry and only two were formerly productive.

FINDINGS

- Principal water resources in the West Sacramento area are the Sacramento River, the Port of Sacramento and Deep Water Ship Channel, Lake Washington, and the Yolo Bypass.
- West Sacramento is located within the southern portion of the Sacramento Valley Groundwater Basin. Groundwater quality is adequate for domestic and industrial uses if treated, and is also adequate for agricultural use. Levels of iron, manganese, and chloride at or near EPA standards warrant treatment of water prior to domestic or industrial consumption.
- According to the Important Farmland Inventory system used by the Department of Conservation, about 60 percent of farmlands in the West Sacramento area are classified as prime, the class most suited physically and chemically to crop production. Most of the area's remaining farmlands are classified by this system as being of statewide importance, the second most suitable class for crop production.
- Approximately 6,400 acres of the West Sacramento area are allocated to agricultural use. About two-thirds of this area is currently in production, while the remainder is idle. In 1980, approximately 300 people, or three percent of the city's labor force, were employed in farming in 1980.
- Much of the vegetation and wildlife habitat in what is now West Sacramento has been displaced by agricultural and other uses and now exists within an urban context. West Sacramento nonetheless has a rich complement of native flora and fauna.
- The extensive riparian corridor along the Sacramento river is the most biologically important area in the West Sacramento area, but the lakes, ponds, canals, agricultural lands, grasslands, and parklands also provide important habitat for numerous plant and animal species.
- Water bodies within West Sacramento, including the Sacramento River, the Deep Water Ship Channel, Lake Washington, and the Yolo Bypass toe drain, support a wide variety of fish and intensive fishing activity.
- Many of the air quality problems in the West Sacramento area are related to pollutants and traffic that originate in Sacramento County. Currently, federal and state ozone standards are being exceeded in the West Sacramento portion of Yolo County.
- Management of extractive resources in the West Sacramento area has historically been limited to the drilling and operation of natural gas wells. Twenty-four currently inactive wells are located within the West Sacramento area.

PERSONS CONSULTED

Beeby, David, Geologist, California Division of Mines and Geology
Carl, Frank, Deputy Agricultural Commissioner, Yolo County Department of Agriculture
Cummings, Mike, Engineer, Division of Oil and Gas, California Department of Conservation.
Estep, J., Biologist, California Department of Fish and Game
Gibson, Harry, City of West Sacramento Community Development Department
Goude, Kay, Fish and Wildlife Biologist, U.S. Fish and Wildlife Service
Hansen, G., Herpetologist, California Department of Fish and Game
Hauge, Carl, Chief, Geology and Groundwater Section, California Department of Water Resources
Holland, Robert F., Vegetation Ecologist, California Department of Fish and Game
Humphrey, J., Independent Biologist, Davis, California
Laymon, S., Graduate Student, California State University, Sacramento
Koslow, James A., Air Pollution Control Officer, Yolo County Air Pollution Control District
Manolis, T., Compiler, Sacramento Christmas Count Area, Sacramento Audubon Society
McGuire, John, City Engineer, City of West Sacramento
Meyer, Fred, Associate Fisheries Biologist, California Department of Fish and Game
Montoya, Barry, Environmental Specialist II, Central Valley Regional Water Quality Control Board
Moore, Barbara, Business Development Specialist, West Sacramento Economic Development Staff
Neeley, Dawn, Senior Planner, City of West Sacramento
Sanders, Mark, Maintenance Engineer, City of West Sacramento
Scoonover, Roger, Wildlife Biologist, California Department of Fish and Game
Singleton, Jeurel, Biologist, Sacramento Endangered Species Office, U.S. Fish and Wildlife Service
Snow, G. F., Projects Coordinator, California Department of Fish and Game
Sulpizio, John, Assistant Port Director, Port of Sacramento

Natural Resources

Trapp, G., Professor of Biology, California State University, Sacramento

Vanicek, David, Professor of Biological Sciences, California State University, Sacramento

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GLOSSARY

Air Pollutant Emission - Discharges into the atmosphere, usually specified in terms of weight per unit of time for a given pollutant from a given source

Air Pollution Control District (APCD) - A single- or multi-county agency with legislative authority to adopt and enforce all rules and regulations necessary to control nonvehicular sources of air pollutants in its area

Air Quality Standard - A health-based standard for air pollution established by the federal government and the state

Ambient Air Quality - The quality of the air at a particular time and place

cfs - cubic feet per second

CO - Carbon monoxide

Habitat - The natural environment of a plant or animal

HC - Hydrocarbons

Land Capability Classification - The U.S. Soil Conservation Service's grouping of soils into classes (I-VIII), subclasses, and units according to their suitability for agricultural use, based on soil characteristics and climatic conditions

Minerals - "Any naturally occurring chemical element or compound, or group of elements and compounds, formed from organic processes and organic substances, including, but not limited to, coal, peat, and bituminous rock, but excluding geothermal resources, natural gas, and petroleum (Title 14, California Administrative Code Section 3502)

NBBD - California Natural Diversity Data Base, published by the California Department of Fish and Game

NO_x - Nitrogen oxides

Reclamation - The combined process of land treatment that minimizes water degradation, air pollution, damage to aquatic or wildlife habitat, flooding, erosion, and other adverse effects from surface mining operations including adverse surface effects incidental to underground mines, so that mined lands are reclaimed to a usable condition which is readily adaptable for alternate land uses and create no danger to public health or safety.

Riparian Habitat - The land and plants bordering a watercourse or lake

SCS - U.S. Soil Conservation Service

Wetlands - Areas that are permanently wet or periodically covered with shallow water, such as saltwater and freshwater marshes, open or closed brackish marshes, swamps, mudflats, and fens

HEALTH AND SAFETY

INTRODUCTION

A wide range of environmental hazards must be taken into account in the process of planning for future development. Some of these hazards are natural, such as seismic shaking, some are purely man-made, such as noise, and others are natural hazards exacerbated by man, such as development in areas suitable for erosion or inundation. Many of the hazards can simply be avoided in the development process through location decisions, while others hazards can be informed or minimized by including mitigative measures in the planning and land use regulatory process.

This chapter inventories and evaluates the major health and safety issues confronting West Sacramento, including seismic and geologic hazards, erosion, lands, flooding, and noise.

SEISMIC AND GEOLOGIC HAZARDS

The information in this section provides a preliminary indication of the degree of potential threat or risk that may exist within various geologic or seismic zones. These are based on the best of the information. The maps and text should be used as general guides in identifying the greater presence of geologic-related resources; they should not be used as the sole basis for official approval or denial.

Geologic Environment of West Sacramento

West Sacramento is located in the Sacramento Valley, which is a broad, flat area of land in which various sedimentary deposits have accumulated for over 10,000 years, beginning with glacial sediments from a retreating glacier and followed by deposits of sand, silt, and clay eroding down from the Sierra Nevada. The

CHAPTER IX

HEALTH AND SAFETY

consolidated sediments, mostly silty clay, deposited by alluvial flooding Sacramento flooding every year of the West Sacramento area. These sediments are generally of low permeability. The consolidated deposit is beneath of the river levee deposits and the surface is only about 12,000 feet. West Sacramento is a highly built, densely built and protected from floods by levees along the Sacramento River and Yuba River. Most of West Sacramento has between zero and 20 feet above sea level.

Floods

West Sacramento is located in one of the most active seismic regions in California. According to existing geologic information, there are no known or inferred faults within West Sacramento. The nearest known faults are generally located west or southeast of West Sacramento. The Midland fault zone is located approximately 18 miles southwest, the Corcoran fault is situated about 40 miles southeast, and the San Joaquin River fault is approximately 40 miles west of West Sacramento. Because these faults are reported to have had historical displacements in the past, they are considered potentially active.

The active faults nearest to West Sacramento are the Calaveras (30 miles east), the Hayward (40 miles west), and the San Andreas (90 miles west). Table IX-1 lists these faults and the maximum probable earthquake they could produce. The critical earthquake for West Sacramento would originate at the western end of the Midland or Denninger faults west of West Sacramento.

CHAPTER IX

HEALTH AND SAFETY

INTRODUCTION

A wide range of environmental hazards must be taken into account in the process of planning for urban development. Some of these hazards are natural, such as seismic shaking; some are purely man-made, such as noise; and others are natural hazards exacerbated by man, such as development in areas sensitive to erosion or liquefaction. Many of the hazards can simply be avoided in the development process through locational decisions, while other hazards can be tolerated or minimized by including mitigation measures in the planning and land use regulation process.

This chapter inventories and assesses the major health and safety issues confronting West Sacramento, including seismic and geologic hazards, erosion, fires, flooding, and noise.

SEISMIC AND GEOLOGIC HAZARDS

The information in this section provides a preliminary indication of the degree of potential hazard or risk that may exist within various geologic or seismic zones. There are limits on the use of this information. The maps and text should be used as general guides to identifying the possible presence of geologic-related constraints; they should not be used as the sole basis for project approval or denial.

Geologic Environment of West Sacramento

West Sacramento is located in the Sacramento Valley, which is underlain by a synclinal depression in which various sedimentary deposits have accumulated for over 100 million years, beginning with marine sediments from a receding ocean and followed recently (in geologic time) by river deposits washing down from the Sierra Nevada, Klamath, Cascade, and Coast Ranges.

Fine-grained sediments, mostly silt and clay, deposited by still water resulting from seasonal flooding cover most of the West Sacramento area. These sediments are generally of low permeability. The combined depth to bedrock of the river borne deposits and the marine deposits is over 12,000 feet. West Sacramento is reclaimed land, virtually flat and protected from floods by levees along the Sacramento River and Yolo Bypass. Most of West Sacramento lies between zero and 20 feet above sea level.

Faults

West Sacramento is located in one of the least active seismic regions in California. According to existing geologic information, there are no known or inferred faults within West Sacramento. The nearest known faults are generally located west to southwest of West Sacramento. The Midland fault zone is located approximately 18 miles southwest, the Greenland fault is situated about 40 miles southwest, and the Rodgers Creek fault is approximately 65 miles west of West Sacramento. Because these faults are reported to have had horizontal displacements in the past, they are considered potentially active.

The active faults nearest to West Sacramento are the Calaveras (50 miles east), the Hayward (60 miles west), and the San Andreas (80 miles west). Table IX-1 lists these faults and the maximum probable earthquakes they could produce. The critical earthquake for West Sacramento would originate at the nearest point of the Midland or Dunnigan Hills faults west of West Sacramento.

TABLE IX-1

GEOLOGIC FAULTS IN THE VICINITY OF WEST SACRAMENTO

Fault	Approximate Distance from West Sacramento (Miles)	Historical Seismicity	Maximum Probable Earthquake*
San Andreas	80	1906 (8.25)*	7.5
Vaca	35	1892 (6.5-7)	6.0
Hayward	60	1836, 1868 (7.25)	6.5-7
Calaveras	50	1861 (6.5-7)	6.5-7
Concord-Green Valley	45	1955 (5.4; small events on Green Valley; creep on Concord	6.0
Midland	20	Possible source of major historic earthquake (1895?)	6.9
Dunnigan Hills	18	Unknown	6.0
Foothill Fault System	25	Oroville 1975	6.0

*Richter Scale Readings

Source: *Lighthouse Marina EIR/EIS*, by EDAW, Inc., November, 1985

Seismic Hazards

West Sacramento has experienced a relatively low level of historic seismic activity. While the area has not been the source of quakes in recent geologic time, activity in neighboring regions suggests that the West Sacramento area could be affected by future activity in those regions.

To measure the characteristics of an earthquake, the Richter Scale is used to measure the magnitude (or strength) of a quake, while the Mercalli Scale is used to measure the intensity. Table IX-2 describes the effects of the 12 levels of the Mercalli Scale. Table IX-3 compares the Richter and Mercalli scales.

TABLE IX-2

MODIFIED MERCALLI SCALE OF EARTHQUAKE INTENSITY

Scale	Effects	Scale	Effects
I.	Earthquake shaking not felt.	VIII.	Difficult to stand. Shaking noticed by auto drivers. waves on ponds. Small slides and cave-ins along sand or gravel banks. Stucco and some masonry walls fall. Chimneys, factory stacks, towers, elevated tanks twist or fall.
II.	Shaking felt by those at rest	IX.	General fright. People thrown to the ground. Steering of autos affected. Branches broken from trees. General damage to foundations and frame structures. Reservoirs seriously damaged. Underground pipes broken.
III.	Felt by most people indoors; some can estimate duration of shaking.	X.	General panic. Conspicuous cracks in ground. Most masonry and frame structures destroyed along with their foundations. Some well-built wooden structures and bridges are destroyed. Serious damage to dams, dikes, and embankments. Railroads bent slightly.
IV.	Felt by most people indoors. Hanging objects swing, windows and doors rattle, wooden walls and frames creak.	XI.	General panic. Large landslides. Water thrown out of banks of canals, rivers, lakes, etc. Sand and mud shifted horizontally on beaches and flatland. General destruction of buildings. Underground pipelines completely out of service. Railroads bent greatly.
V.	Felt by everyone indoors; many estimate duration of shaking. Standing autos rock. Crockery clashes, dishes rattle, and glasses clink. Doors close, open, or swing.	XII.	General panic. Damage nearly total, the ultimate catastrophe. Large rock masses displaced. Lines of sight and level distorted. Objects thrown into air.
VI.	Felt by everyone indoors and most people outdoors. Many now estimate not only the duration of the shaking, but also its direction and have no doubt as to its cause. Sleepers awaken. Liquids disturbed, some spilled. Small unstable objects displaced. Weak plaster and weak materials crack.		
VII.	Many are frightened and run outdoors. People walk unsteadily. Pictures thrown off walls, books off shelves. Dishes or glasses broken. Weak chimneys break at roofline. Plaster, loose bricks, unbraced parapets fall. Concrete irrigation ditches damaged.		

Source: California Division of Mines and Geology, 1973

TABLE IX-3

**APPROXIMATE RELATIONSHIPS BETWEEN
EARTHQUAKE MAGNITUDE AND INTENSITY**

Richter Scale Magnitude	Maximum Expected Intensity (MM)*	Distance Felt (kilometers)
2.0 - 2.9	I - II	0
3.0 - 3.9	II - III	15
4.0 - 4.9	IV - V	80
5.0 - 5.9	VI - VII	150
6.0 - 6.9	VII - VIII	220
7.0 - 7.9	IX - X	400
8.0 - 8.9	XI - XII	600

*Modified Mercalli Intensity Scale

Source: United States Geologic Survey, *Earthquake Intensity Zonation and Quaternary Deposits, Miscellaneous Field Studies Map 9093*, 1977.

Seismic History

The California historic record of earthquakes is less than 250 years old. It is possible, therefore, that earthquakes may occur along unknown faults or along faults without recognized historic activity. One of the first quakes to be reported in West Sacramento occurred in 1857. The Sacramento area experienced effects equivalent to a V (five) on the Mercalli Intensity Scale.

Since 1857, numerous earthquakes from II (two) to VII (seven) on the Mercalli Scale have been reported in the greater Sacramento area. The most severe quake to affect the Sacramento area occurred in April of 1892. Residents of Sacramento reported experiencing quake intensities that ranged from VII to VIII. The 1868 earthquake along the Hayward Fault produced shaking of intensity V to VI. A seiche (oscillation of a water surface) occurred during this event; the Sacramento River receded and then rose rapidly.

The 1906 San Francisco earthquake along the San Andreas fault, with an intensity of approximately VI to VII on the Mercalli Scale at Sacramento caused ground shaking, but little damage, in the Sacramento area. In more recent times, quakes in 1954 and 1966 were strongly felt in the Sacramento area and caused some minor damage.

Groundshaking

The most serious direct earthquake hazard is the damage or collapse of buildings and other structures caused by groundshaking.

Groundshaking is the vibration which radiates from the epicenter of an earthquake. Damage to structures from groundshaking is caused by the transmission of earthquake vibrations from the ground into the structure. The intensity of the vibration or shaking and its potential impact on buildings and other urban development is determined by several factors:

- The nature of the underlying materials, including rock and soil;
- The structural characteristics of a building;
- The quality of workmanship and materials used in its construction;
- The location of the epicenter and the magnitude of the earthquake; and
- The duration and character of the ground motion.

The effects of groundshaking can be damaging well beyond the fault trace that generates the shaking. For example, the segment of the San Andreas fault which caused the great damage and destruction in San Francisco in 1906 was offshore, beyond the Golden Gate.

Most of West Sacramento is located on alluvium deposits of varying depths, which can increase the potential from groundshaking damage. As earthquake waves pass from more dense rock to less dense alluvial or water-saturated materials, they tend to reduce in velocity, increase in amplitude, and accelerated more rapidly. Ground motion lasts longer and waves are amplified on loose, water-saturated materials than on solid rock. As a result, structures located on these types of materials suffer greater damage than those located on solid rock. "Poor ground" can be a greater hazard for structures than close proximity to the fault or epicenter.

Older buildings constructed before building codes were in effect, and even newer buildings constructed before earthquake resistance provisions were included in the current building codes, are the most likely to suffer damage in an earthquake. Most of West Sacramento's buildings are one or two stories high and are of wood frame construction, which is considered the most structurally resistant to earthquake damage.

Older masonry buildings without earthquake-resistant reinforcement are the most susceptible to the sort of structural failure which causes the greatest loss of lives. The susceptibility of a structure to damage from earthquake groundshaking is also related to the foundation material underlying the structure. A foundation of rock or very firm material intensifies short period motions, which affect the low-ridged buildings more than tall, flexible ones. A deep layer of water-logged soft alluvium may cushion low-ridged buildings, but accentuate the motion in tall buildings. The amplified motion resulting from softer alluvium soils can also severely damage older masonry buildings.

Other potentially dangerous conditions include building projections which are not firmly anchored, such as parapets and cornices. These projections could collapse during periods of strong and/or sustained groundshaking.

Fire is often the major form of damage resulting from groundshaking effects. Ninety percent of the destruction in the 1906 San Francisco earthquake was caused by fire. This devastation resulted largely from the great number of buildings constructed of combustible materials, damage to much of the city's firefighting facilities, and the rupture of water mains.

Most earthquake-induced fires start because of ruptured power lines, damage to wood, gas, or electrical stoves, and damage to other gas or electrical equipment. This points out the need for greater emphasis on non-combustible material and on special construction techniques so that water mains will remain unbroken during large earthquakes. Critical facilities, such as hospitals and fire stations, should be sited, designed, and constructed to withstand severe groundshaking.

Ground Failure

In addition to structural damage caused by groundshaking, there are other ground effects caused by the shaking. These are known as ground failure effects and include liquefaction, settlement, lateral spreading, lurch cracking, and earthquake induced landslides.

Liquefaction is the loss of soil strength due to seismic forces acting on water-saturated granular soils. This loss of strength leads to a "quicksand" condition which causes many types of ground failure. When the liquefied granular layer occurs at the surface, objects can either sink or float depending on their density. The evaluation of potential for liquefaction is complex and must consider soil type, soil density, groundwater table, and the duration and intensity of shaking. Liquefaction is most likely to occur in deposits of weak saturated alluvium or similar deposits of artificial fill.

Liquefaction potential within West Sacramento exists in low-lying areas composed of unconsolidated, saturated, clay-free sands and silts, particularly in the Southport area.

West Sacramento is theoretically subject to liquefaction resulting from earthquakes on several faults. The expected degree of earthquake-caused shaking is, however, relatively low, and it is unlikely that significant liquefaction would occur. Further study is needed to identify specific areas within the city limits that are susceptible to liquefaction.

Settlement is the compaction of soils and alluvium caused by groundshaking. It occurs irregularly and may be partly controlled by bedrock surfaces, and old lake, slough, swamp, and stream beds. The amount of compaction may range from a few inches to several feet. Irregular compaction is most widespread and extreme in major earthquakes. It may occur as much as 75 to 80 miles from the epicenter and may amount to several feet even at that distance. Compaction is most likely to occur in areas, such as West Sacramento, which are underlain by soft water-saturated low density alluvial material.

Lurch cracking refers to fractures, cracks, and fissures produced by groundshaking, settling, compaction of soil, and sliding and may occur many miles from the epicenter of an earthquake. These effects are characteristic of earthquakes large enough for significant ground motion to occur. The larger the earthquake magnitude, the more extensive the effects. Thus, a major earthquake may damage streets, curbs, sewer, gas, and water lines.

Lateral spreading is the horizontal movement or spreading of soil toward an open face such as a stream bank, the open side of fill embankments, or the sides of levees. Artificial fill areas which are improperly engineered or which have steep, unstable banks are most likely to be affected.

The potential for lurch cracking and lateral spreading is highest in areas where there is a high groundwater table, relatively soft and recent alluvium deposits, and where creek banks are relatively high. Fracture patterns from lurch cracking and lateral spreading may be controlled by the configuration of shallow bedrock structures, by highway surfacing, by the margins of fill, and engineering structures. Because the West Sacramento is situated on alluvial deposits, its levees and the banks of the Deep Water Ship Channel could potentially suffer damage from either lurch cracking or lateral spreading.

Earthquakes can also cause landsliding and slumping. West Sacramento is mostly level, so landsliding and slumping should not be problems, except perhaps along the Deep Water Ship

Channel bank, which, depending upon the gradient of the slope and the measures taken to stabilize the free-face, could experience landsliding and slumping.

Seiches

Seiches are earthquake-generated waves within enclosed or restricted bodies of water. Major, and even moderate earthquakes, miles away from West Sacramento can produce oscillations or waves in local bodies of water which could overtop and damage levees and cause water to inundate surrounding areas.

The bodies of water most susceptible to seiches in or near West Sacramento are the Sacramento River, Yolo and Sacramento Bypasses, and the Deep Water Ship Channel. The danger of seiches during seismic events is limited to those periods when the Yolo and Sacramento Bypasses and Sacramento River are full during the flood season. Overtopping of levees during this period could cause a limited amount of flooding; however, the risk of this happening is greatly reduced by the very limited time which the Sacramento and Yolo and Sacramento Bypasses are at these stages.

Assessment of Potential Seismic Hazards

The California Division of Mines and Geology has produced a maximum expected earthquake intensity map which shows West Sacramento in the moderate severity zone. The moderate zone classification indicates that West Sacramento would experience a maximum shaking intensity of VII to VIII on the modified Mercalli Scale, causing general alarm and moderate damage.

Past studies and evaluations of seismic hazards in this region indicate West Sacramento is in an area of relatively low seismic activity. The primary seismic hazards in West Sacramento are related to groundshaking, soil liquefaction, and seiches.

Landslide and Erosion Hazards

Because most of West Sacramento is level, landslides are not a problem except for potential slumping and landsliding along the banks of the Deep Water Ship Channel and the levees.

According to the U.S. Soil Conservation Service, the erosion hazard exhibited by surface soils is considered low. The essentially level topography of the West Sacramento area means that erosion will not present a significant problem.

Some soil erosion may occur where cohesionless soils in hydraulic fill and natural soils are placed on a slope and subjected to wave action. Along the Deep Water Ship Channel, wave action has caused erosion to unprotected banks; however, banks protected by riprap appear stable and free of erosion. The levees along the Yolo Bypass are also subject to erosion caused by wave action during flood periods. The erosion damage is not considered serious because it can be easily repaired with additional dirt or riprap. The levees along the Sacramento River are not subject to significant erosion because of small amount of wave action on the river.

Soils

The susceptibility of certain land areas to erosion and ground failure is in part determined by the type of soils present. Two of West Sacramento's major soil associations, the Sacramento Association and the Sycamore-Tyndall Association, are characterized as having little or no erosion

hazard, poor permeability, high to moderate shrink-swell capacity, and high water retention capability.

The Sacramento Association consists of nearly level silty clay loams and heavy clays formed in basins. The Sycamore-Tyndall Association is also nearly level with fine sandy loams and clay loams formed on alluvial fans. Generally the West Sacramento area has a very high water table, which varies due to seasonal water amounts. The high plasticity of some of these alluvial soils, together with the lack of bedrock and seasonally high water tables, will require additional foundation engineering.

All soils have certain engineering properties and characteristics such as erosion potential, shrink-swell behavior, and permeability, which determine their suitability and constraints for building sites, loads, grading, and drainage systems. The soils in West Sacramento have been mapped by the Soil Conservation Service. Chapter VIII, Natural Resources, contains a map of the soils in West Sacramento and a description of their characteristics.

Volcanic Hazards

The products of volcanic eruptions cause damage by their heat or by covering the landscape with their deposits. A volcanic eruption can take human lives, destroy buildings, destroy or pollute water supply systems, and convert productive farmland to sterile, rocky landscapes. The most probable centers for future volcanic eruptions are distant from West Sacramento, along the eastern margin of the Sierra Nevada.

Land Subsidence

Subsidence of the land surface can result from extraction of groundwater, gas, oil, and geothermal energy. Hydrocompaction, peat oxidation, and fault rupture are also potential causes of subsidence. Groundwater withdrawal subsidence is the most extensive type in California. This type of subsidence has been observed only in valley areas underlain by alluvium.

Subsidence can cause a change in gradients affecting the carrying capacities of canals, drains, and sewers. Compaction of sediments at depth has caused extensive damage to water wells in areas where subsidence has been substantial. The magnitude of subsidence depends primarily on the following five factors:

- The magnitude of water level decline.
- The thickness of the alluvium tapped by wells.
- The individual and combined thicknesses and compressibilities of the silt and clay layers within vertical sections tapped by wells.
- The lengths of time during which water level declines are maintained.
- The number of occurrences of heavy withdrawals of water in any single area.

West Sacramento is within the Sacramento Valley Groundwater Basin. This basin has been identified by the California Department of Water Resources as experiencing overdraft, although West Sacramento is not in a portion of the basin experiencing overdraft. Some subsidence has been reported between Knights Landing and Zamora in Yolo County.

Water Pollution

Currently, the city's water needs are supplied by wells. The local groundwater, which has high concentrations of iron, manganese, methane, and hydrogen sulfide, has problems of taste, odor, and excessive hardness. The water does meet EPA standards and is not considered a threat to public health. To improve the water quality, West Sacramento is developing a surface water plant that will process 30 million gallons a day of water from the Sacramento River. Industrial development could also result in other water quality problems such as thermal pollution and contamination with heavy metals, unless appropriately controlled.

FLOODING HAZARDS

Flooding in West Sacramento could result from a 100-year flood, localized drainage problems, or dam and levee failure.

The primary effects of flooding are caused by the initial force of flood waters which can shatter structures and uplift vehicles. Floodwaters can carry large objects downstream which have the force to remove stationary structures. Saturation of materials and earth can cause instability, collapse, and damage. Objects can be buried through sediment deposition. Floods can cause drowning or isolation of persons and animals. Floodwaters can break utility lines, interrupting services and potentially affecting health and safety, particularly in the case of broken sewer or gas lines.

The secondary effects of flooding are caused by standing water, which can result in loss of crops, septic tank failure, and water well contamination. Standing water can also damage roads, foundations, and electrical circuits.

All of West Sacramento lies within the natural floodplain of the Sacramento River. It is reclaimed land protected from floods by levees and the Yolo and Sacramento Bypasses, which divert water flood flows around the city to the west. The Sacramento River Flood Control Project, authorized by the Flood Control Act of 1917, was established to build this levee system, although many of its levees had been constructed by local interests prior to its enactment, and were subsequently upgraded and incorporated into the project.

The levees of the Sacramento River Flood Control System protect an estimated 1.7 million people, of which more than 330,000 are protected by the approximate 110 miles of the system located in the Sacramento urban area.

The U.S. Army Corps of Engineers has determined that some reaches of levee with the Sacramento River Flood Control Project in the Sacramento urban area have structural problems. The Corps of Engineers investigated the Project's levees during 1988 and 1989, including some areas within West Sacramento, and determined where remedial actions are needed to provide for adequate flood protection.

The potential for flooding in the West Sacramento area depends on the adequacy of the levee system and magnitude of flood hazard. Inundation of West Sacramento could occur if the levees failed or were over-topped by flood waters. The U.S. Army Corps of Engineers identified several problem areas. The area of greatest concern is along the west bank of the Sacramento River south of the barge canal. A report prepared for the Corps of Engineers found low stability of levee materials in this area. During the 1986 floods, some slumping of a section of levee occurred near the intersection of Davis Road and South River Road.

Other areas that have experienced levee slumping and spreading are located on the east side of the Yolo Bypass. Levee slumping has occurred in areas just south of Highway 80, between Highway 80 and the Southern Pacific railroad tracks, and the levee from the Sacramento Bypass to the railroad tracks. The levee section between the railroad tracks and Highway 80 is now stable after repairs in 1983 and showed no problems during the 1986 floods. The area from the railroad tracks to the Sacramento Bypass has experienced not only slumping and spreading, but also damage from wave action during the 1986 floods.

The affect of earthquake caused damage to West Sacramento levees in West Sacramento would depend on the time of year. If the levees were cracked during flood periods inundation of West Sacramento could occur. If the damage occurred during periods of normal water depth, no flooding would occur and the levee could be quickly repaired. To date, no studies have been done on the effects of earthquakes on the Sacramento area levee system

A Yolo County Public Works Department study outlined a possible worst case scenario for a levee failure along the east side of the Yolo Bypass. If a 100-foot section of the levee blew out, and assuming there was 15 feet of water in the Yolo Bypass, it would take six hours to inundate West Sacramento up to Jefferson Boulevard. The water would stop at Jefferson Boulevard because West Sacramento slopes upward towards the Sacramento River. The Bryte and Broderick areas would not be affected by a breach in the south side levees because the Southern Pacific Railroad track embankment would act as a levee. The reverse is also true, a breach in the northern levees flooding Bryte and Broderick would not affect the areas of West Sacramento south of the railroad track embankment.

The 100-Year Flood Hazard

A 100-year flood is one which has the probability of occurring at least once every one hundred years. 100-year floods are considered severe, and have a reasonable possibility of occurrence for purposes of land use planning, property protection, and human safety.

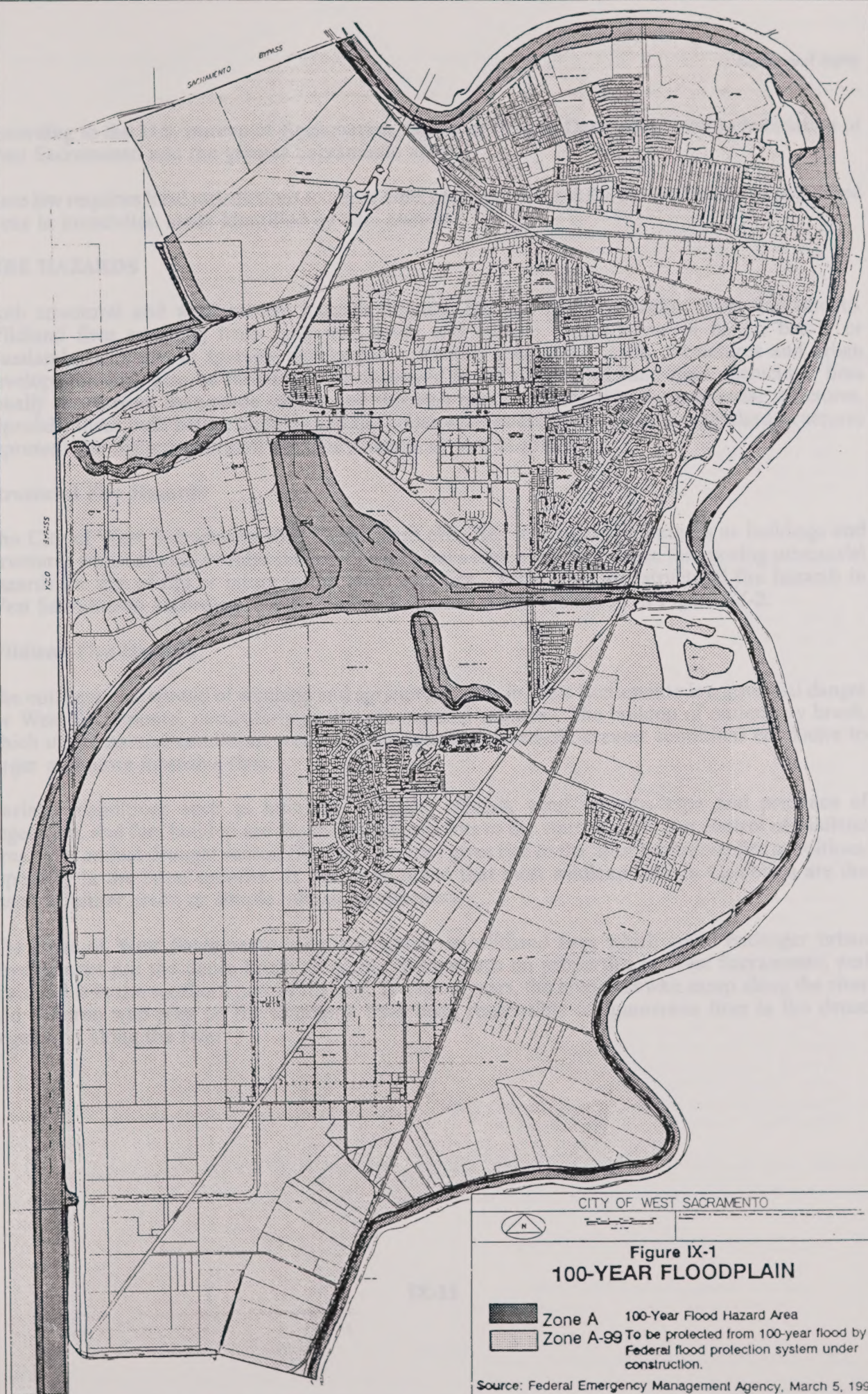
As a result of the record flood stages experienced during February 1986 and other recent high flood stage events, the U.S. Army Corps of Engineers recently reevaluated the current level of flood protection within West Sacramento. The Corps concluded that the levees along the Sacramento River and Yolo Bypass currently do not provide protection from a 100-year flood event. The Corps is currently designing improvements to these levees that are intended to increase the level of flood protection to a 200-year level. The Federal Emergency Management Agency (FEMA) revised the City's Flood Insurance Rate Maps (FIRM) and adopted the new maps in March 1990, as shown in Figure IX-1. In the revised FIRM, nearly all of the city is designated within the 100-Year floodplain as A-99 zone, which is to be protected by remedial construction work on existing levees.

Localized Drainage Problems

Local drainage within the northern portion of the city, which contains primarily residential and commercial development, is controlled with a piped storm drain system; while drainage in the rural southern portion of the area is controlled by earth-lined drainage channels. Existing drainage problems are discussed in Chapter VI, Public Facilities and Services.

Dam Failure Flood Hazard

The risk of dam failure is remote. Dam failure can occur under three general conditions: earthquake; structural instability; and intense rainfall in excess of a dam's holding capacity.



CITY OF WEST SACRAMENTO



Figure IX-1
100-YEAR FLOODPLAIN

- Zone A 100-Year Flood Hazard Area
- Zone A-99 To be protected from 100-year flood by Federal flood protection system under construction.

Source: Federal Emergency Management Agency, March 5, 1990

According to the U.S. Bureau of Reclamation, failure of Folsom Dam would lead to inundation of West Sacramento and the greater Sacramento area.

State law requires local jurisdictions to adopt emergency procedures for the evacuation of populated areas in inundation areas identified by dam owners.

FIRE HAZARDS

Both structural and wildland fire hazards threaten life and property within West Sacramento. Wildland fires resulting from both man-made and natural causes occur in forest, brush, or grasslands, primarily in sparsely developed or existing open space lands. Structures and urban development may also be threatened or destroyed in the area of wildland fires. Structural fires usually result from man-made causes and threaten many residential and commercial structures, especially those built before building and fire codes were established. These substandard structures represent the highest potential for injury, death, or loss of property.

Structural Fire Hazards

The City of West Sacramento Fire Department classifies structural fire hazards as buildings and structures which are old or substandard, or which have high occupancy rates, thus posing substantial hazards for loss of life or injury in the event of a fire. Table IX-4 lists structural fire hazards in West Sacramento according to Fire Station Response Areas identified in Figure IX-2.

Wildland Fire Hazards

The outbreak and spread of wildland and agricultural fires in West Sacramento is a potential danger for West Sacramento, particularly during the summer months. The buildup of understory brush, which under natural conditions would be periodically burned-off, creates conditions conducive to larger and more intensive fires.

Variable conditions such as humidity, drought, rainfall, wind velocity, type and presence of vegetation, and fuel buildup are the main determinants to the start, spread, and control of wildland fires. The annual drought season (May to October) gives rise to the most hazardous fire conditions, especially in the latter months. It should be noted that most wildland fires in California are the result of either arson or simple human carelessness.

The parts of West Sacramento most susceptible to wildland fires which could endanger urban development are the dense brush along the river, weeds on properties in West Sacramento, and grain fields in the southern part of the city. In recent years, the homeless who camp along the river and children who play on the riverbank have been responsible for numerous fires in the dense vegetation along the river.

TABLE IX-4

STRUCTURAL FIRE HAZARDS

Station 1

- 1200, 1300, 1400 blocks of Merkley Avenue, south side
- Rice Growers Association, 901 South River Road
- Weyerhauser Recycling Plant, 50 South River Road
- 800 block of Jefferson Blvd., east side, old My Mart, Bank of America
- Montgomery Wards Generator Exchange, 1700 block, West Capitol Avenue
- Fire Station #1, 132 15th Street
- River City High School, 1100 Clarendon

Station 2

- Timber Apartments, 250 Touchstone Place
- Touchstone Complex, 2604 Duet Drive
- Pheasant Club, 8022 Jefferson Boulevard
- Elks Lodge, 2327 Jefferson Boulevard
- Our Lady of Grace School, 911 Park Boulevard
- Sacramento Yacht Club, 1048 South River Road

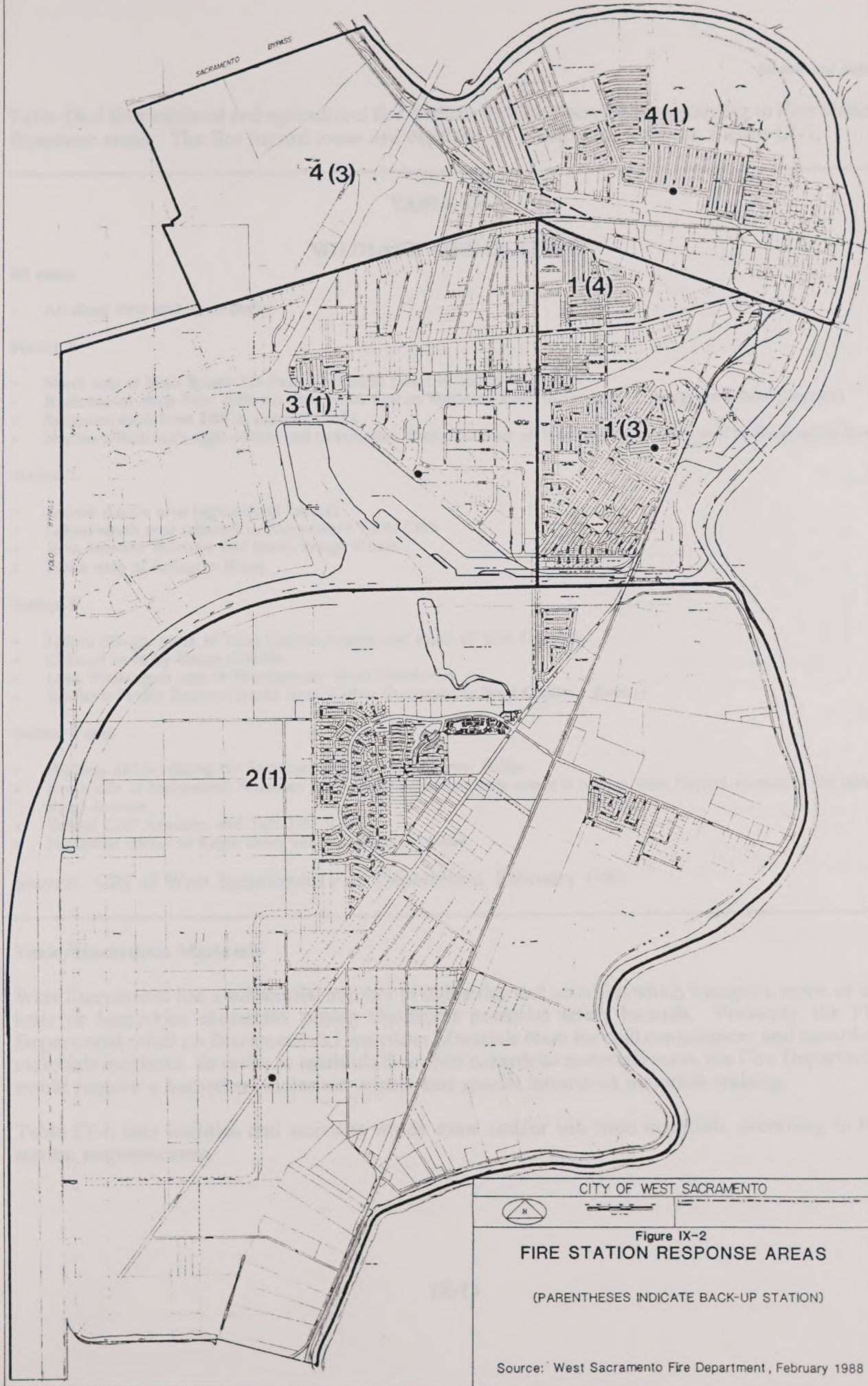
Station 3

- Harbor Boulevard north of West Capitol Avenue
- Galveston Avenue
- Houston Street
- Sutter Avenue
- Duluth Avenue
- Canal Street
- Weyerhauser Lumber Company, 1925 Enterprise Boulevard
- Adco Lumber, 629 Houston

Station 4

- Club Baths, 1537 Sacramento Avenue
- Golden State Middle School, 1100 Carrie Street
- Cottage Courts, 319 Second Street
- Bel Mart, 855 "F" Street
- Cypress Grove Apartments, 900 Simon Terrace
- Bridge View Market complex, 330 Third Street
- Broderick Market - 724 Third Street
- Riverbend Shopping Center, 940 Sacramento Avenue
- Bryte Elementary School, 637 Todhunter Avenue
- Alyce Norman School, 1200 Anna Street
- Capitol Plating Company, 319 Third Street
- The River Galley, County Road 136
- Elkhorn Village School, 750 Cummins Way
- Holy Cross Church, 1321 Anna Street
- I.L.W.U. Hall, 600 Fourth Street
- Russian Orthodox Church, 833 Water Street
- Terminal Truck Parts, 945 and 971 "F" Street
- Victory Chapel, 915 Simon Terrace
- Department of Water Resources, 1450 Riverbank Road
- Senior citizen housing, 666 Cummins, 665 Anna

Source: City of West Sacramento Fire Department, February 1988





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Table IX-5 lists wildland and agricultural fire hazards in West Sacramento according to Fire Station Response areas. The fire hazard areas are depicted on a map of the city on Figure IX-3.

TABLE IX-5

WILDLAND FIRE HAZARDS

All areas

- All along river and levee banks

Station 1

- North side of State Route 275 from El Rancho Court to Jefferson Blvd.
- Reclamation ditch from Jefferson Boulevard west to Westacre Road (south side of Evergreen School property)
- Sycamore ditch from I-80 to railroad tracks
- Northern Railroad's right-of-way and reclamation ditch, 800 block of West Capitol Avenue west to Washington Street

Station 2

- Arcade station area (agricultural hazard)
- Lakes/marsh area adjacent to Sacramento Yacht Club
- Area between Burrow's and Babel Slough Roads
- Fields west of Arlington Road

Station 3

- Lisbon Slough, north of West Capitol Avenue and south of Yolo Causeway
- Channel levee by Union Carbide
- Lake Washington next to Montgomery Ward Warehouse
- Southern Pacific Railroad tracks from Harbor Boulevard to West Capitol Avenue

Station 4 area

- Highway 165 bordering the Sacramento River to the Tower Bridge
- North side of Sacramento Northern Railroad embankment from where it crosses West Capitol Avenue to the end of Reed Avenue
- Behind CHP Academy and Tule Lake Road
- Northwest corner of Kagle Drive and Sacramento Avenue

Source: City of West Sacramento Fire Department, February 1988

Toxic/Hazardous Materials

West Sacramento has a substantial number of industries and activities which transport, store, or use toxic or hazardous chemicals, posing significant potential safety hazards. Presently, the Fire Department relies on Sacramento's Hazardous Materials team for spill containment and hazardous materials incidents. In order to establish their own hazardous materials team, the Fire Department would require a hazardous materials vehicle and special hazardous materials training.

Table IX-6 lists facilities and activities which store and/or use toxic materials, according to fire station response area.

TABLE IX-6

HAZARDOUS MATERIAL LOCATIONS

Station 1

- Van Waters and Rogers, 850 South River Road
- Champion Chemical, Drever Street
- Rice Mill Products, R.G.A. (fumigants), 961 South River Road
- Rail tracks and spurs (tank cars)
- City sewage treatment plant (Chlorine gas, methane gas)
- All highways and CHP-designated hazardous materials transportation routes

Station 2

- Farmers storage and use of agricultural pesticides, insecticides, etc.
- Liquid petroleum pipeline that runs through area

Station 3

- All trucking outfits
- Port of Sacramento
- Collier Chemical Company
- Sierra Chemical, 788 Northport Drive
- Valley Toxicology, Port and terminal, 2401 Port
- Cal-Labs, 2544 Industrial Boulevard
- Microscan, Enterprise Boulevard
- Erskine-Johns, 3621 Seaport Boulevard
- Treasure Chest, 1201 Shore Street
- The Ink Company, 1115 Shore Street

Station 4

- Truck terminals on "E" and "F" Streets
- Capitol Plating Company, 319 Third Street
- Department of Water Resources (Corps of Engineers), 1450 Riverbank
- Possible explosions and fires on transportation routes (Highway 16, Jefferson Boulevard, Sacramento Avenue, Reed Avenue).

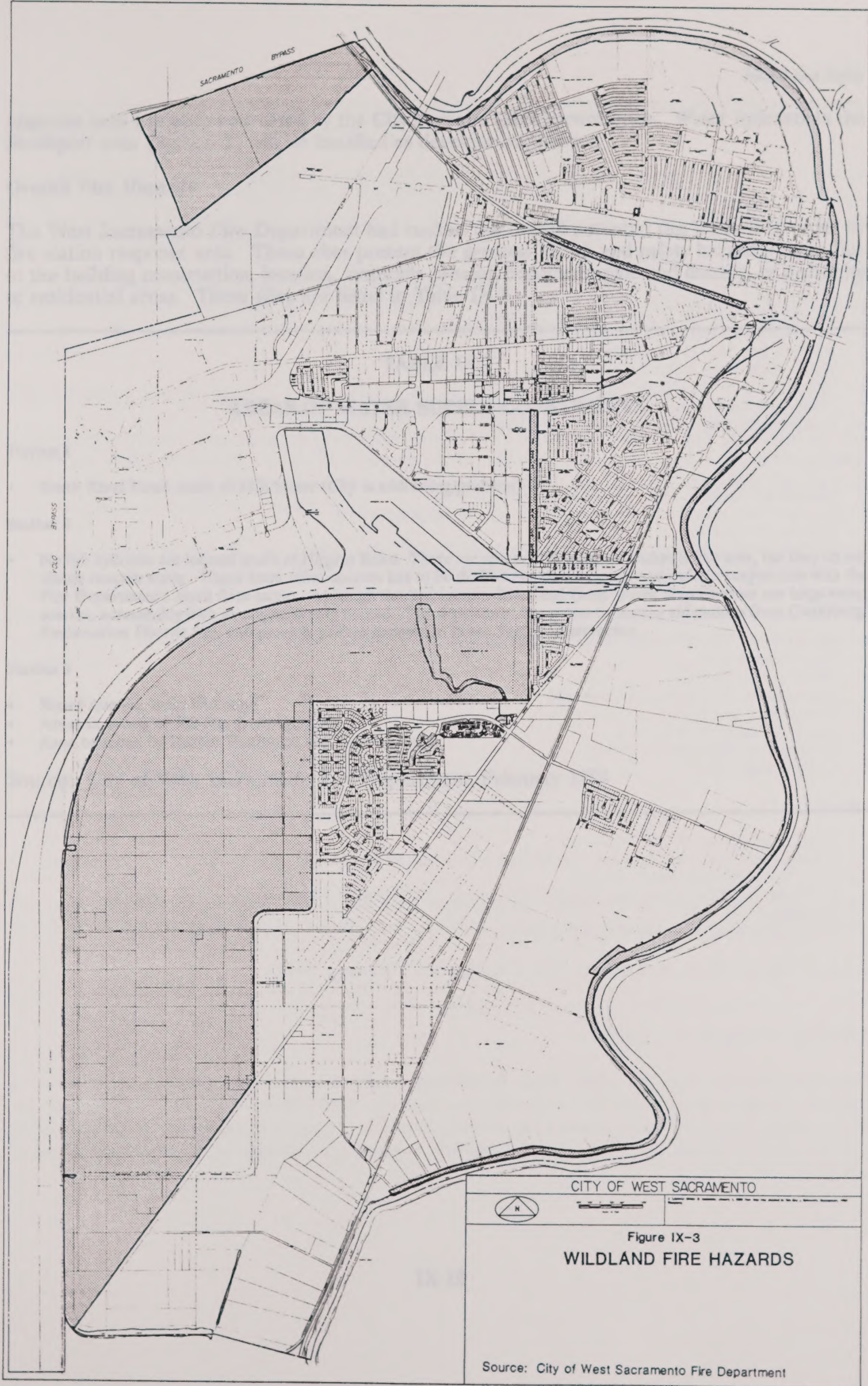
Source: City of West Sacramento Fire Department, February 1988

Other constraints

Other fire hazards due to problems or constraints within the department's service area include vehicle access constraints and water pressure or availability problems.

Access problems can be caused by flooded areas during heavy rainfall or levee breaks, and emergencies on passenger ships in the barge canal or Sacramento River. At-grade railroad crossings at major intersections, including Harbor Boulevard at Rice and Industrial Boulevard at Cebrian, can also restrict vehicle access.

Constraints on water supply are due to lack of fire hydrant access or low water pressure. Many of the water pressure problems in the city are presently being repaired or upgraded. Table IX-7 lists water supply constraints in the response areas of Stations 1, 2, and 3. Water supply in Station 4's



CITY OF WEST SACRAMENTO



Figure IX-3
WILDLAND FIRE HAZARDS

Source: City of West Sacramento Fire Department

response area has been addressed by the City's repairs and improvements. Water hydrants in the Southport area (Station 2) will be installed as development occurs.

Overall Fire Hazards

The West Sacramento Fire Department had ranked the overall potential fire hazards in order by fire station response area. These sites present the greatest health and safety hazards, either due to the building construction, location, materials present, occupancy type and density, or proximity to residential areas. These sites are listed in Table IX-8.

TABLE IX-7

AREAS OF WATER SUPPLY CONSTRAINTS

Station 1

- South River Road south of 15th Street (City is addressing problem)

Station 2

- No fire hydrants are located south of Higgins Road. There are several reclamation ditches in the area, but they do not always contain water. Water from other sources has to be drafted out with an engine or used in conjunction with the Fire Department's small floto pump. Although the Sacramento River and Deep Water Ship Channel are large water sources, accessibility with an engine is very limited. The department has access to mutual aid tankers from Clarksburg, Reclamation District 900, and possibly private companies in the Port of Sacramento.

Station 3

- Sutter Avenue, dead end main
- Areas in excess of 300 feet from hydrants
- Area bounded by Harbor Boulevard and Sutter Avenue

Source: City of West Sacramento Fire Department, February 1988

TABLE IX-8

OVERALL POTENTIAL FIRE HAZARDS IN RANK ORDER

Station 1

1. Tank farms - South River Road
2. El Rancho Hotel, 1029 West Capitol Ave. (high occupancy - life hazard)
3. Bounds Senior Care Home, 509 Michigan Boulevard (life hazard)
4. Capitol City Apartments, 1608 Madrone Avenue
5. Parkwest Manor Apartments, 401 Westacre Road
6. Vacation Inn, 1525 Merkley Avenue
7. V.F.W. Hall, Soule Street and Drever Street
8. El Rancho Bowling Alley, 900 West Capitol Avenue
9. Washington Unified School District Offices and Yolo High School, 930 Westacre Road
10. Rice Growers Association, 901 South River Road

Station 2

1. Touchstone Complex, 2604 Duet Drive (summer months)
2. Pheasant Club restaurant, 8022 Jefferson Blvd. (during business hours)
3. Ship fire in barge canal
4. Any marina fire on river
5. Timbers Apartments, 250 Touchstone Place (summer months)

Station 3

1. Erskine Johns Chemicals, 3621 Seaport Boulevard
2. Port of Sacramento
3. Collier Ammonia Plant
4. Weyerhaeuser, 1925 Enterprise Boulevard
5. Pallet storing and repair
6. Log deck, Industrial Boulevard
7. Log chipping plant, end of Parkway
8. Grain storage silos

Station 4

1. Truck terminals on "E" and "F" Streets
2. Wildland fire area near Highway 16 bordering the Sacramento River to the Tower Bridge.
3. Club Baths, 1537 Sacramento Avenue
4. Department of Water Resources (Corps of Engineers), 1450 Riverbank Road
5. All schools
6. Senior homes, 666 Cummins Way, 665 Anna Street

Source: City of West Sacramento Fire Department, February 1988

AIRCRAFT CRASH HAZARDS

West Sacramento is in the flight path from Sacramento Metropolitan Airport and Executive Airport. Many large air force planes also fly over the area from Travis, McClellan, and Mather Air Force bases. Other aircraft include crop dusting planes in the agricultural areas. A small landing strip at the California Highway Patrol Academy is used occasionally by helicopters and small aircraft.

Included as part of Metro's Emergency Plan, the Yolo Bypass is designated as an fuel dump area for airplanes in the event of an emergency.

Any crash landing of an aircraft is a potentially disastrous hazard. Any aircraft crash could create an accessibility hazard for rescue crews, but the Yolo Bypass area would be particularly inaccessible via road vehicles during the wet winter months. Erroneous fuel dumps over populated areas would also pose a significant hazard.

The City of West Sacramento Fire Department has mutual aid agreements with other agencies which could provide assistance in the event of an aircraft accident. Metro Airport and Mather and McClellan Air Force bases have airport crash vehicles which could serve an accident in West Sacramento.

EMERGENCY RESPONSE

Emergency response organization and responsibilities in West Sacramento are governed by the County of Yolo's Emergency Plan, the current edition of which was prepared in December 1983. The County is currently updating an emergency plan for the entire county, including the City of West Sacramento is in preparation.

Chart IX-1 outlines the organizational structure to be instituted in the case of a peacetime/war emergency. The Chairperson of the Board of Supervisors (Emergency Services Director) and other County staff fulfill specified responsibilities outlined in Chart IX-1, according to the Emergency Plan. The plan establishes operational procedures to be followed in the event of military attack and in the event of natural and man-made disasters. Among the peacetime emergencies mentioned in the plan are:

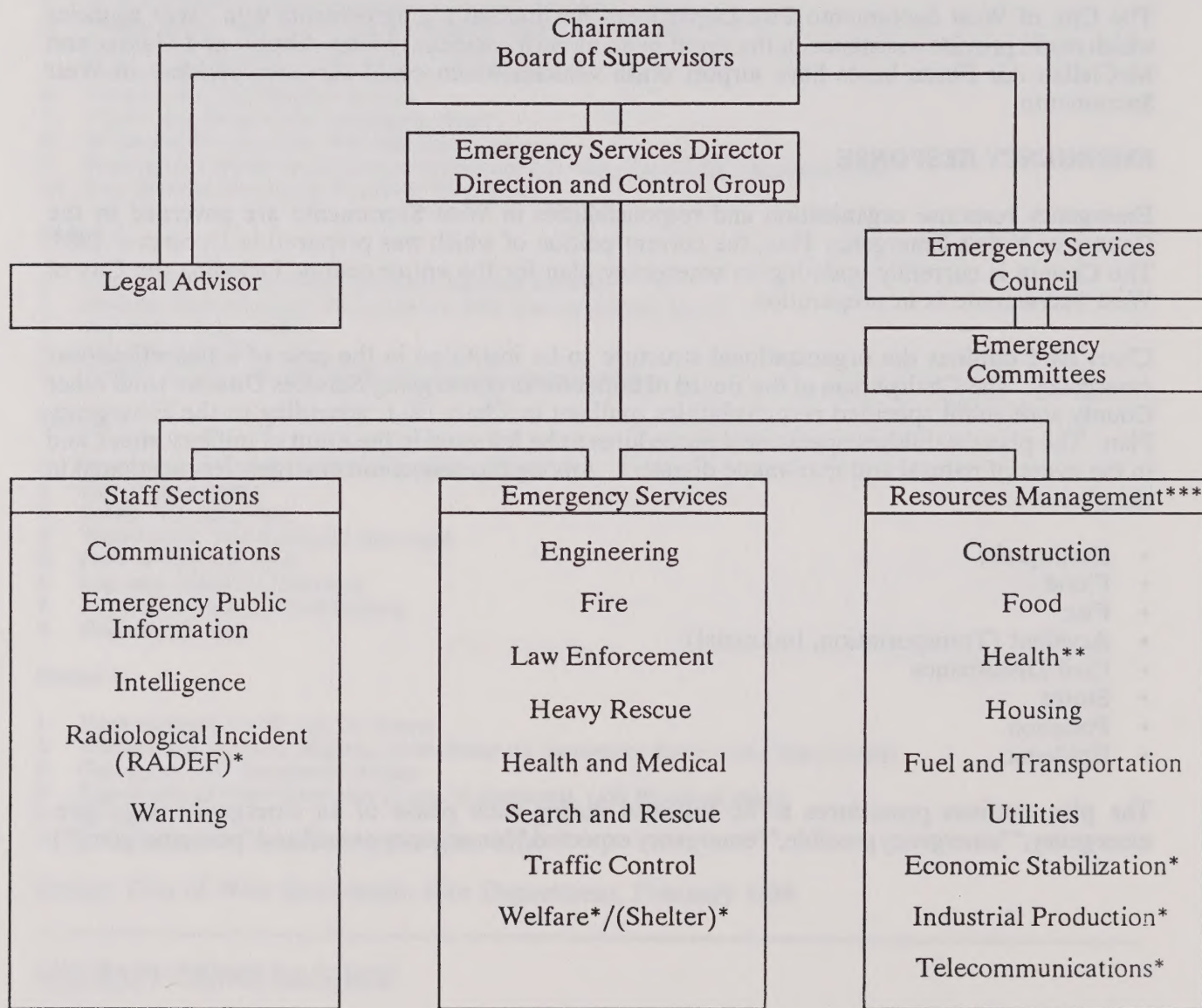
- Earthquake
- Flood
- Fire
- Accident (Transportation, Industrial)
- Civil Disturbance
- Storm
- Pollution
- Epidemic

The plan outlines procedures to be followed during each phase of an emergency (e.g., "pre-emergency," "emergency possible," "emergency expected," "emergency onset," and "post emergency").

CHART IX-1

PEACETIME/WAR EMERGENCY ORGANIZATION CHART

This chart illustrates the initial county emergency organization formed in response to a locally proclaimed "Local Emergency". Those positions marked with an asterisk (*) would only be mobilized during a War Emergency.



Line of Authority

* War Emergency Only.

** County Emergency Service authorized to operate within city jurisdiction.

*** Member unit of the statewide Emergency Resource Management Organization.

Source: County of Yolo Emergency Plan, December 1983

NOISE

As part of the State-mandated noise element, state law and guidelines prepared by the State Office of Noise Control (ONC) require that certain major noise sources and areas containing noise sensitive land uses be identified and quantified by preparing generalized noise exposure contours for current and projected conditions within the community. Contours may be prepared in terms of either the Community Noise Equivalent Level (CNEL) or the Day-Night Average Level (L_{dn}), both of which are descriptors of total noise exposure at a given location for an annual average day. This noise exposure information should be incorporated into the General Plan as a basis for achieving land use compatibility through the long-range planning and project review. It can also be used to provide baseline levels and noise source identification for development and enforcement of a local noise control ordinance.

According to state law and ONC guidelines, the following major noise sources should be considered in preparing a noise element:

- Highways and freeways
- Primary arterials and major local streets
- Railroad operations
- Aircraft and airport operations
- Local industrial facilities
- Other stationary sources

Noise-sensitive areas considered in the noise element should include areas containing the following noise-sensitive land uses:

- Schools
- Hospitals
- Rest homes
- Long-term medical or mental care facilities
- Other uses deemed noise sensitive by the local jurisdiction

Noise and Its Effect on People

Noise is often defined simply as unwanted sound, and thus is a subjective reaction to characteristics of a physical phenomenon. Researchers for many years have grappled with the problem of translating objective measurements of sound into directly correlatable measures of public reaction to noise. The descriptors of community noise in current use are the results of these efforts and represent simplified, practical measurement tools to gauge community response. Before elaborating on these descriptors, it is useful to first discuss some fundamental concepts of sound.

Sound is defined as any pressure variation in air that the human ear can detect. If the pressure variations occur frequently enough (at least 20 times per second), they can be heard and hence are called sound. The number of pressure variations per second is called the frequency of sound, and is expressed as cycles per second, now called Hertz (Hz) by international agreement.

The speed of sound in air is approximately 770 miles per hour, or 1,130 feet per second. Knowing the speed and frequency of a sound, one may calculate its wavelength, the physical distance in air from one compression of the atmosphere to the next. An understanding of wavelength is useful in evaluating the effectiveness of physical noise control devices such as mufflers or barriers, which either absorb or block sound waves to reduce sound levels.

To measure sound directly in terms of pressure would require a very large and awkward range of numbers. To avoid this, the decibel scale was devised. The decibel scale uses the hearing threshold (20 micropascals) as a point of reference, defined as 0 decibels (dB). Other sound pressures are then compared to the reference pressure, and the logarithm is taken to keep the numbers in a practical range. Another useful aspect of the decibel scale is that changes in levels (dB) are uniform throughout the scale, corresponding closely to human perception of relative loudness.

The perceived loudness of sounds is dependent upon many factors, including sound pressure levels and frequency content. In the range of usual environmental noise levels, however, perception of loudness is relatively predictable and can be approximated by weighting the frequency response of a sound level measurement device (called a sound level meter) by means of the standardized A-weighting network. There is a strong correlation between A-weighted sound levels (expressed as dBA) and community response to noise. For this reason, the A-weighted sound level has become the standard tool of environmental noise assessment. Generally, a change in noise level of at least 5 dBA is required before any noticeable change in community response would be expected. A 10 dBA change in noise level is perceived as being subjectively a doubling in loudness, which would likely result in an adverse public reaction. Typical A-weighted sound levels generated by noise sources commonly found in the community are illustrated in Chart IX-2.

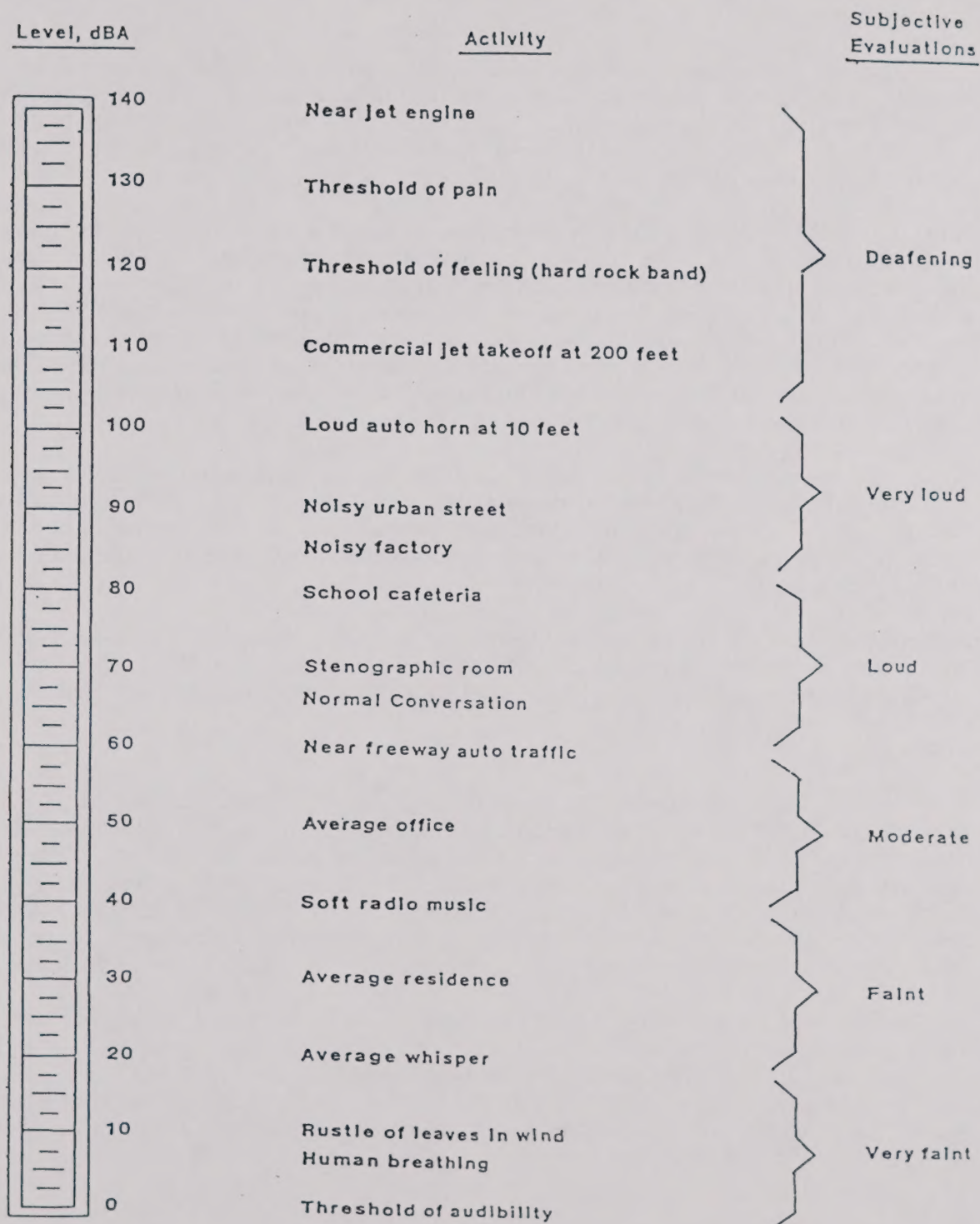
It is common to describe community noise in terms of the "ambient" noise level, which is defined as the all-encompassing noise level associated with a given noise environment. A common statistical tool to measure the ambient noise level is the average, or equivalent, sound level (L_{eq}), which is the sound level corresponding to a steady-state A-weighted sound level containing the same total energy as a time-varying signal over a given time period (usually one hour). The L_{eq} is the foundation of the composite noise descriptors such as L_{dn} and CNEL, and is well-correlated with community response to noise.

Two composite noise descriptors are commonly used, the L_{dn} and CNEL scales. The L_{dn} (day-night average level) is based upon the average hourly L_{eq} over a 24-hour day, with a 10 decibel penalty applied to nighttime (10 p.m. to 7 a.m.) L_{eq} s. The nighttime penalty is based upon the assumption that people react to nighttime noise exposures as though they were subjectively twice as loud as daytime exposures.

The CNEL (Community Noise Equivalent Level) is also based upon the average hourly L_{eq} over a 24-hour day, except that an additional 4.77 decibel penalty is applied to evening (7 p.m. to 10 p.m.) hourly L_{eq} s. The CNEL scale was developed for the California Airport Noise Regulations and is applied specifically to airport noise assessment. The L_{dn} scale is a simplification of the CNEL concept, but the two will usually agree, for a given situation, within plus or minus 1 dB. Like the L_{eq} , these descriptors are averages and tend to disguise variations in the noise environment. Furthermore, because they presume increased evening or nighttime sensitivity, they are best applied to criteria for land uses where nighttime noise exposures are critical to the acceptability of the noise environment, such as residential developments.

Noise in the community has often been cited as a health problem, not so much in terms of actual physiological damage, such as hearing impairment, but more in terms of reducing general well-being and contributing to undue stress and annoyance. Interference with human activities such as sleep, speech, recreation, and tasks demanding concentration or coordination, are the principal cause of noise-induced health problems and stress.

CHART IX-2
EXAMPLES OF NOISE LEVELS



Existing Noise Environment

Based on field studies and discussions with the City of West Sacramento staff, it was determined that there are several potentially significant sources of community noise within West Sacramento. These sources include traffic on major roadways and highways, railroad operations, and industrial activities.

Brown-Buntin Associates, acoustical consultants for the General Plan, used analytical noise modeling techniques in conjunction with actual field noise measurements to develop generalized L_{dn} noise contours for the major sources of noise in West Sacramento. Airport noise contours referred to in this section were taken from the September 1987 draft of the Sacramento Metro Airport Master Plan Update.

Analytical noise modeling techniques generally make use of source-specific data including average levels of activity, hours of operation, seasonal fluctuations, and average levels of noise from source operations. Analytical methods have been developed for a number of environmental noise sources including roadways, railroad line operations, railroad yard operations, and industrial plants. Such methods will produce reliable results as long as data inputs and assumptions are valid for the sources being studied. The analytical methods used in this report closely follow recommendations made by the State Office of Noise Control and were supplemented where appropriate by field-measured noise level data to account for local conditions.

Noise exposure contours for major sources of traffic noise within the city are shown in Figure IX-4. It should be noted that the noise exposure contours shown in Figure IX-4 (or described in the text) are generally based upon annual average conditions and are not intended to be site-specific where local topography, vegetation or intervening structures may significantly affect noise exposure at a particular location.

A community noise survey was conducted to describe existing noise levels in noise-sensitive areas within West Sacramento so that noise level performance standards could be developed to maintain an acceptable noise environment. Figure IX-5 shows the monitoring sites and industrial areas.

Roadways

The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model (FHWA-RD-77-108) was used to develop L_{dn} contours for highways and major roadways in West Sacramento. The FHWA Model is the analytical method presently favored by most state and local agencies, including Caltrans. The FHWA Model is based upon reference energy emission levels for automobiles, medium trucks (two axles) and heavy trucks (three axles or greater), with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver, and the acoustical characteristics of the site.

The FHWA Model was developed to predict hourly L_{eq} values for free-flowing traffic conditions, and is generally considered to be accurate within 1.5 dB. To predict L_{dn} values, it is necessary to determine the hourly distribution of traffic for a typical 24-hour day and to adjust the traffic volume input data to yield an equivalent hourly traffic volume. Experience with the use of the FHWA Model has indicated that for most roadways the model will provide a conservative (worst-case) estimate of traffic noise exposure.

Traffic noise measurements were conducted at five locations adjacent to major roadways on January 13, January 26, and March 2, 1988, for periods of 15 minutes. Concurrent counts of traffic on the roadways were made and projected to obtain hourly traffic volumes.

The purpose of traffic noise level measurements is to determine the accuracy of the FHWA model in describing the existing noise environment at the project site. Noise measurement results were compared to the FHWA model results by entering the observed traffic volumes, speed and distance as inputs to the FHWA model. The results of this comparison are shown by Table IX-9. The FHWA model was found to reasonably predict traffic noise levels at the calibration sites.

TABLE IX-9

COMPARISON OF FHWA MODEL TO MEASURED NOISE LEVELS

Road Name	Vehicles/Hr.			Posted Speed	Distance (Feet)	Measured L_{eq}	FHWA Model L_{eq}^*
	Autos	Med.Trk.	Hvy.Trk.				
U.S. 50	3,360	160	284	55 mph	175	70.6 dB	69.5 dB
I-80	1,808	80	152	55 mph	450	60.2 dB	60.6 dB
Sacramento Avenue	828	20	28	40 mph	450	60.2 dB	64.3 dB
W. Capitol Avenue	1,240	44	20	35 mph	70	67.1 dB	64.4 dB
Jefferson Blvd.	1,260	40	20	45 mph	50	69.0 dB	69.0 dB

* "soft" site assumed

Source: Brown-Buntin Associates

Traffic data representing annual average traffic volumes for existing and future conditions were obtained from Caltrans and from surveys performed by Omni-Means. The day/night distribution of traffic and the truck mix was based upon Caltrans file data and BBA estimates. Vehicle speeds were adjusted as appropriate based upon posted speed limits and the data presented by Table IX-9. Using the survey data and the FHWA methodology, traffic noise levels as defined by L_{dn} were calculated for existing and projected future traffic volumes. Distances from the center of the roadway to the 60 dB L_{dn} contour are summarized in Table IX-10.

It should be noted that since calculations did not take into consideration shielding caused by local buildings or topographical features, the distances reported in Table IX-10 should be considered as worst-case estimates of noise exposure along roadways in the community. Noise contour maps (Figure IX-4) were prepared from the data contained in Table IX-10.

TABLE IX-10
NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours

Segment No.	From	Description	To	Distance to Current 60 dB Contour Line
River Road:				
1	North City Limits		I-80	72
West Capitol Avenue:				
2	I-80		Northport	83
3	Northport		Harbor Blvd.	128
4	Harbor Blvd.		Westacre	231
5	Westacre		Jefferson	253
6	Jefferson		SR 275	185
Kegle Drive:				
7	Carrie		Sacramento Avenue	71
"C" Street:				
9	Third		Jibboom	93
Harbor Boulevard:				
10	Sacramento Avenue		Rice	124
11	Rice		Evergreen	197
12	Evergreen		Industrial	229
Enterprise:				
13	Lake		Deep Water Ship Channel	180
Industrial:				
14	Enterprise		Harbor	122
15	Harbor		Stone	115
Park Boulevard:				
16	Jefferson		16th Street	88
26	16th Street		Stone	38
Linden Road:				
17	Jefferson		City Limits (E)	42
18	Jefferson		Jefferson West	73
Anna Street:				
19	Kegle		Road 136	28

TABLE IX-10 (Continued)
NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours

Segment No.	From	Description	To	Distance to Current 60 dB Contour Line
Westacre Road:				
20	West Capitol		Park	82
Evergreen Avenue:				
21	Harbor		Pine	52
Merkley Avenue:				
22	East of Jefferson			46
23	West of Jefferson			80
Fifteenth Street:				
24	Jefferson		South River Road	42
Stone Boulevard:				
25	Jefferson		Industrial	39
Bryte Avenue:				
27	Anna		Sacramento Avenue	34
Anna Street:				
28	Bryte Avenue		Kegle	22
Jefferson Boulevard:				
29	South City Limit		Davis	43
30	Davis		Harmon	73
31	Harmon		Linden	100
32	Linden		Arlington	187
33	Arlington		Devon	197
34	Devon		Stone	216
35	Stone		15th Street	207
36	15th		US 50	223
37	US 50		SR 275	269
38	SR 275		West Capitol	173
39	West Capitol		F Street	191
40	F Street		Sacramento Avenue	191
Riske Lane:				
41	So. River Road		SR 275	49
Sacramento Avenue:				
42	Kegle		Todhunter	185
43	Todhunter		Sunset	148
44	Sunset		Harbor	128
8	Harbor		Douglas	126
Reed Avenue:				
45	Harbor		CHP Academy	91

TABLE IX-10 (Continued)

NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours

Segment No.	From	Description	Distance to To	Current 60 dB Contour Line
I-80:				
46	West City Limits		Enterprise	1249
47	Enterprise		Jct. US 50	1280
48	Jct. US 50		Reed	588
49	Reed		City Limits	638
US 50 (Business 80):				
50	I-80		Harbor	1139
51	Harbor		SR 275	1229
52	SR 275		South River	1231
53	South River		City Limits	1422
SR 275:				
54	US 50		Riske	186
55	Riske		5th Street	190
56	5th Street		Tower Bridge	119
57	At Tower Bridge			129

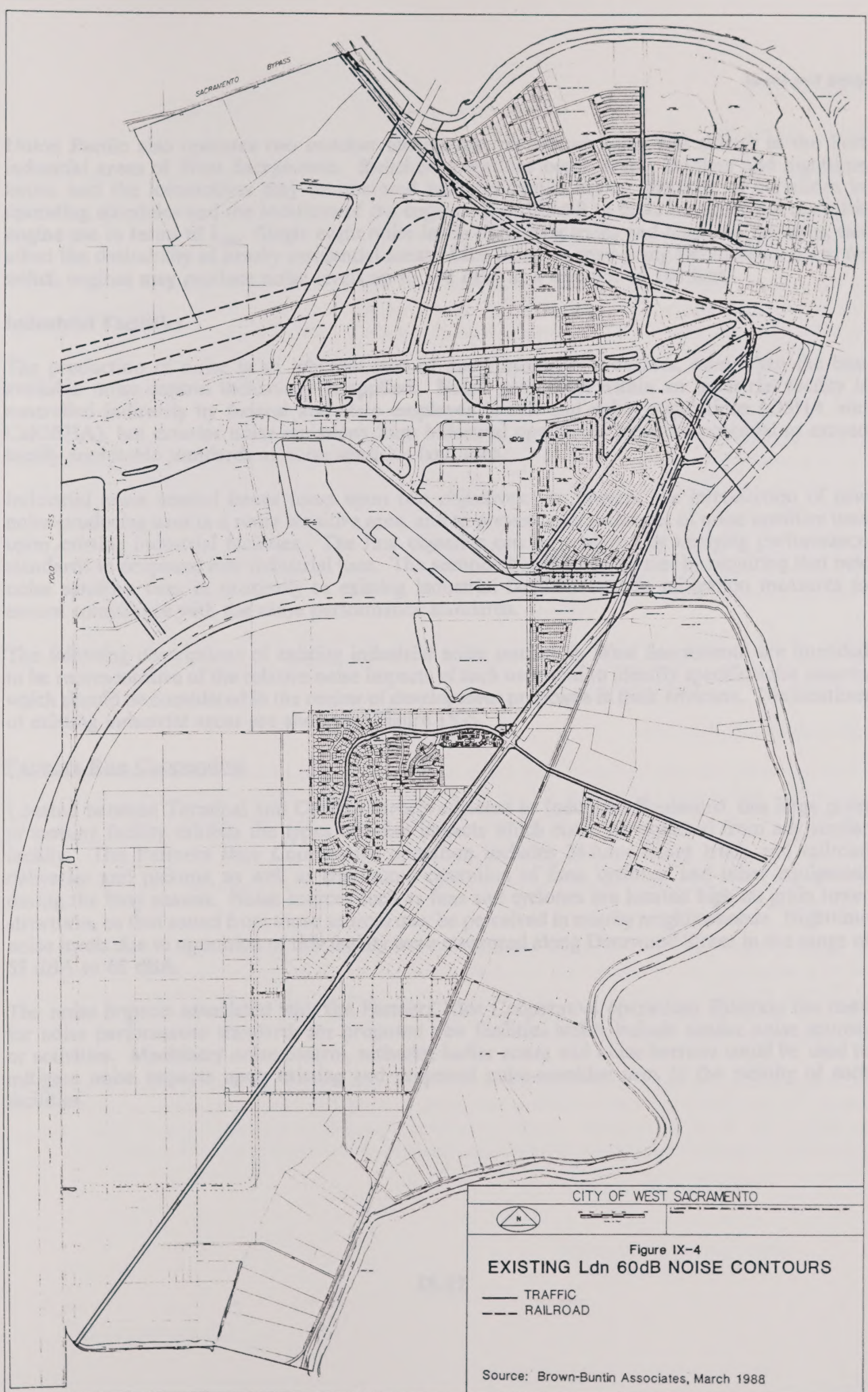
Source: Brown-Buntin Associates, February 1988

Railroads

There are two major railroad lines and a set of local freight switching tracks in West Sacramento. The Southern Pacific Railroad (SPRR) line traverses the city from west to east, while the Sacramento Northern railroad line enters the northwest corner of the city, crosses the SPRR tracks, then turns south at Riske Lane. Yard locomotives spot rail cars at the Port of Sacramento, the Cebrian/Terminal Street area and along South River Road.

The Southern Pacific railroad tracks comprise the SPRR main line between Davis and Sacramento. Approximately 14 freight trains pass through the city daily on an unscheduled basis. Four AMTRAK trains use these tracks, two in daytime hours and two at night. Posted train speeds vary from 35 to 45 mph from Harbor Boulevard to the Broderick bridge, over which the posted speed is 10 mph. The dominant noise sources for trains operating at these low speeds are warning horns used at road crossings. The noise impacts of Southern Pacific railroad operations including horn use are described by the L_{dn} contours shown by Figure IX-4. It should also be noted that maximum single event noise levels due to the use of warning horns may be as high as 101 dBA at a distance of 100 feet.

The Sacramento Northern railroad is operated by Union Pacific (UP). According to the UP dispatcher, there are up to two freight operations on the Woodland Branch per day at any time of the day. The L_{dn} calculated for Woodland Branch operations is 59.6 dB at 100 feet. In terms of L_{dn} , the noise impacts of Union Pacific Woodland branch operations are not significant in West Sacramento. Single event noise levels occurring when trains approach road crossings may reach 101 dBA at a distance of 100 feet.





Map of the San Francisco Bay Area showing the coastline, major roads, and rail lines.

There are two main railroads serving the area. The Southern Pacific Railroad runs from San Francisco to the south, and the Northern Pacific Railroad runs from the north. The two railroads meet at the Port of San Francisco. The map shows the routes of both railroads and the locations of their main stations.

The Southern Pacific Railroad runs from San Francisco to the south, and the Northern Pacific Railroad runs from the north. The two railroads meet at the Port of San Francisco. The map shows the routes of both railroads and the locations of their main stations. The Southern Pacific Railroad is shown as a solid line, and the Northern Pacific Railroad is shown as a dashed line. The map also shows the locations of the main stations of both railroads.

The map shows the coastline of the San Francisco Bay Area. The coastline is irregular, with several large bays and peninsulas. The map also shows the locations of the major cities and towns in the area. The map is labeled with the names of the cities and towns, and the names of the major roads and rail lines.

San Francisco Bay Area
Map of the San Francisco Bay Area
Map of the San Francisco Bay Area

Union Pacific also operates two switcher locomotives on various spurs and sidings in the Port industrial areas of West Sacramento. Switcher operations occur during daytime and nighttime hours, and the locomotives may be operated near residential areas. Because of variations in operating schedules and the locations of the engines, it is difficult to describe noise due to switch engine use in terms of L_{dn} . Single event noise levels of passing trains and horn use, however, can affect the desirability of nearby residential areas. Like those on road-going locomotives, horns on switch engines may produce noise levels up to 101 dBA at a distance of 100 feet.

Industrial Facilities

The production of noise is an inherent part of many industrial processes, even when the best available noise control technology is applied. Noise production within an industrial facility is controlled indirectly by federal and state employee health and safety regulations (OSHA and CalOSHA), but exterior noise emissions from industrial operations have the potential to exceed locally acceptable standards at noise sensitive land uses.

Industrial noise control issues focus upon two objectives: to prevent the introduction of new noise-producing uses in a noise sensitive area, and to prevent encroachment of noise sensitive uses upon existing industrial facilities. The first objective can be achieved by applying performance standards to proposed new industrial uses. The second objective can be met by requiring that new noise sensitive uses in proximity to existing industrial facilities include mitigation measures to ensure compliance with the same performance standards.

The following descriptions of existing industrial noise sources in West Sacramento are intended to be representative of the relative noise impacts of such uses, and to identify specific noise sources which should be considered in the review of development proposals in their environs. The locations of existing industrial areas are shown by Figure IX-5.

Farmers Rice Cooperative

Located between Terminal and Cebrian Streets adjacent to Industrial Boulevard, this large grain processing facility exhibits the types of noise impacts which could be expected from any similar facility. The Farmers Rice Cooperative operation includes 24-hour heavy truck and railroad deliveries and pickups, as well as continuous operation of fans, cyclones and other equipment during the busy season. Noise sources such as fans and cyclones are located high on grain tower structures, so that sound from those sources may be perceived in nearby neighborhoods. Nighttime noise levels due to operation of this facility were measured along Deerwood Street in the range of 55 dBA to 60 dBA.

The noise impacts associated with the Farmers Rice Cooperative operations illustrate the need for noise performance standards for proposed new facilities which include similar noise sources or activities. Machinery noise control, setbacks, buffer zones and noise barriers could be used to mitigate noise impacts upon existing and proposed noise-sensitive uses in the vicinity of such facilities.

Truck Terminals

There are nearly 100 truck terminals in West Sacramento, ranging in scale from a few medium trucks to several heavy truck-trailer rigs. Truck terminals are concentrated in the Iron Triangle area, the Terminal/Cebrian Street area, the west industrial park and on the north side of West Capitol Avenue near Harbor Boulevard.

In the Iron Triangle area (the area north of West Capitol Avenue and the area along Cebrian Street), some truck terminals are adjacent to residential land uses. Noise conflicts have been reported in these areas due to the proximity of heavy truck traffic and due to nighttime activities. The purpose of this discussion is to describe noise-producing activities associated with truck terminal operations so that land use proposals involving their proximity to noise-sensitive uses may be evaluated for potential noise impacts.

Truck terminal activities may include fueling, routine maintenance and repair, load re-distribution and dispatching of medium and heavy trucks. Activities may take place on a 24-hour basis, with peak truck movements in and out of terminals occurring in early morning and evening hours. Noise may be produced from truck engine operations, truck servicing and loading activities. Impulsive noise may be produced by repairs; intermittent noise may be produced by truck movements on and near the terminal site. Noise impacts could be experienced by adjacent properties as well as by noise-sensitive uses along roadways used by trucks to gain access to and from the terminal.

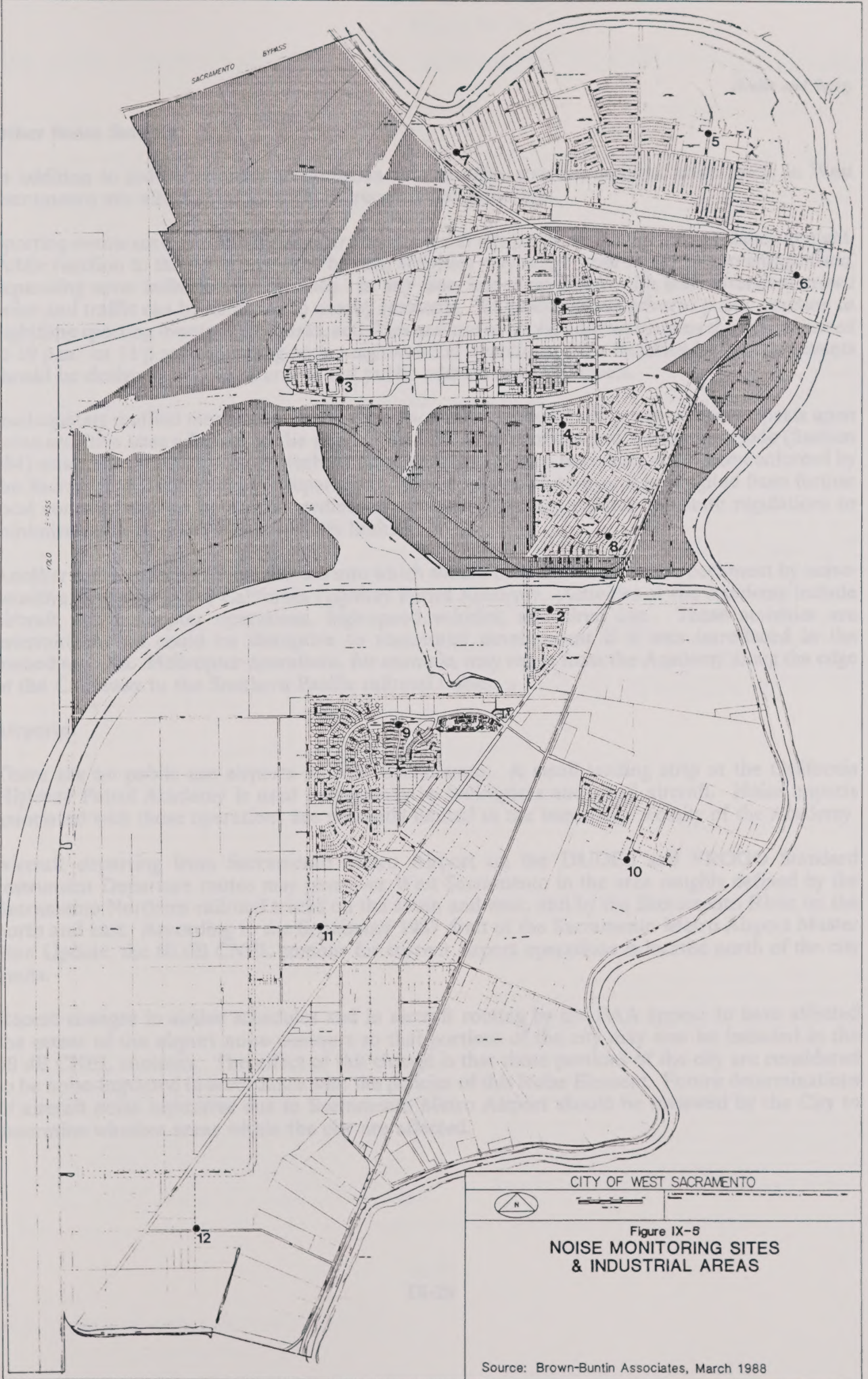
Noise barriers, buffer zones, and noise performance standards which encourage service to be performed inside buildings would be effective noise mitigation measures for proposed truck terminals affecting noise-sensitive uses.

Other Industrial Activities

There are many diverse industrial uses located on the west side of South River Road which are visible from residences on the west side of Jefferson Boulevard. Noise measurements in this area indicated that noise from typical operations was less than 50 dBA during nighttime hours. The potential for noise impacts exists, however, because there are few specific controls applied to existing industrial activities. Development proposals in the area along Jefferson Boulevard between the navigational lock and Highway 50 should therefore be carefully reviewed for potential noise impacts.

In general, there are many apparent noise conflicts in West Sacramento due to the proximity of existing industrial uses to residential uses. Modifications to the industrial standards of the Zoning Ordinance would be an effective way of reducing noise conflicts from new industrial uses. Noise conflicts due to existing industrial noise sources could be most effectively controlled by adoption of a community noise control ordinance.

In recognition of the substantial economic investment represented by existing industrial uses, and noting the fact that some noise conflicts have been in existence for several years, a noise control ordinance for West Sacramento should incorporate provisions for variances to allow existing operations to make reasonable and orderly progress toward achieving the noise standards.





EDUCATION DEPARTMENT
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Other Noise Sources

In addition to industrial and transportation related noise sources, ambient noise levels in West Sacramento are affected periodically by recreational gatherings.

Sporting events such as softball games are conducted at city parks, with some games played at night. Public reaction to the noise produced by such activities may range from supportive to antagonistic, depending upon individual perceptions. In any case, late-night games with their attendant crowd noise and traffic can be annoying to nearby residents. To guard against adverse public reaction to nighttime sporting events at city parks, activities and use of public address systems should be limited to 10 p.m. or 11 p.m., depending upon neighborhood reactions. New facilities for sporting events should be designed to control crowd and public address system impacts.

Inadequately muffled motorboats used on the Sacramento River could produce noise impacts upon noise-sensitive uses adjacent to the river. The California Harbors and Navigation Code (Section 654) establishes standards for motorboat noise emissions, which have historically been enforced by the Sacramento County Sheriff Department. Motorboat noise control is preempted from further local control (such as by a noise ordinance), but the City may enforce the state regulations to minimize noise conflicts within the city limits.

Another noise source in West Sacramento which should be buffered from encroachment by noise-sensitive land uses is the California Highway Patrol Academy. Activities at the Academy include aircraft and helicopter operations, high-speed vehicles, and siren use. These activities are intermittent, but could be disruptive to residential development if it was introduced in the immediate area. Helicopter operations, for example, may range from the Academy along the edge of the Causeway to the Southern Pacific railroad tracks.

Airports

There are no public use airports in West Sacramento. A small landing strip at the California Highway Patrol Academy is used occasionally by helicopters and small aircraft. Noise impacts associated with these operations are presently limited to the immediate vicinity of the Academy.

Aircraft departing from Sacramento Metro Airport on the DUDS and FROGO Standard Instrument Departure routes may pass over West Sacramento in the area roughly defined by the Sacramento Northern railroad tracks on the south and west, and by the Sacramento River on the north and east. According to the September 1987 draft of the Sacramento Metro Airport Master Plan Update, the 60 dB CNEL contour for current airport operations is located north of the city limits.

Recent changes in airline schedules and in aircraft routing by the FAA appear to have affected the extent of the airport noise contours so that portions of the city may now be included in the 60 dB CNEL contours. The effect of this change is that those portions of the city are considered to be noise-impacted in accordance with the policies of this Noise Element. Future determinations of aircraft noise exposures due to Sacramento Metro Airport should be reviewed by the City to determine whether areas within the city are affected.

Community Noise Survey

A community noise survey was conducted to document noise exposure in areas of the community containing noise sensitive land uses. The following noise-sensitive land uses were identified within West Sacramento:

- All residential uses
- Schools
- Long-term care medical facilities such as hospital and nursing homes

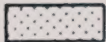
Noise monitoring sites were selected to be representative of typical conditions in areas of the community where such uses are located. Short-term noise monitoring was conducted at 12 locations during three periods of the day and night on January 26-27, 1988, so that reasonable estimates of L_{dn} could be prepared. Two long-term noise monitoring sites were used to establish day-night statistical trends during the same period.

The locations, measured noise levels and estimated L_{dn} values for each of the 12 community noise survey monitoring sites are summarized in Table IX-11. The monitoring sites are depicted on a map of the city in Figure IX-5. Figure IX-6 describes the compatibility of general categories of land uses for community noise exposure.

The community noise survey results indicate that typical noise levels in noise sensitive areas of West Sacramento are in the range of 50 dB to 65 dB L_{dn} . The dominant noise sources in the northern portion of the city are traffic on local roads and freeways, and industrial operations. In the portion of the city south and east of the Deep Water Ship Channel, noise levels are controlled by distant and local traffic. Noise levels are generally higher by 5 dBA in the densely-developed northern portion. In general, the northern portion of West Sacramento is moderately noisy, while the southern portion of the city is moderately quiet, especially at night.

Figure IX-6

LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB						INTERPRETATION
	55	60	65	70	75	80	
RESIDENTIAL – LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES							 NORMALLY ACCEPTABLE Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
RESIDENTIAL – MULTI. FAMILY							
TRANSIENT LODGING – MOTELS, HOTELS							 CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES							
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES							 NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS							
PLAYGROUNDS, NEIGHBORHOOD PARKS							 CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES							
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL							
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE							

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn}. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn}.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

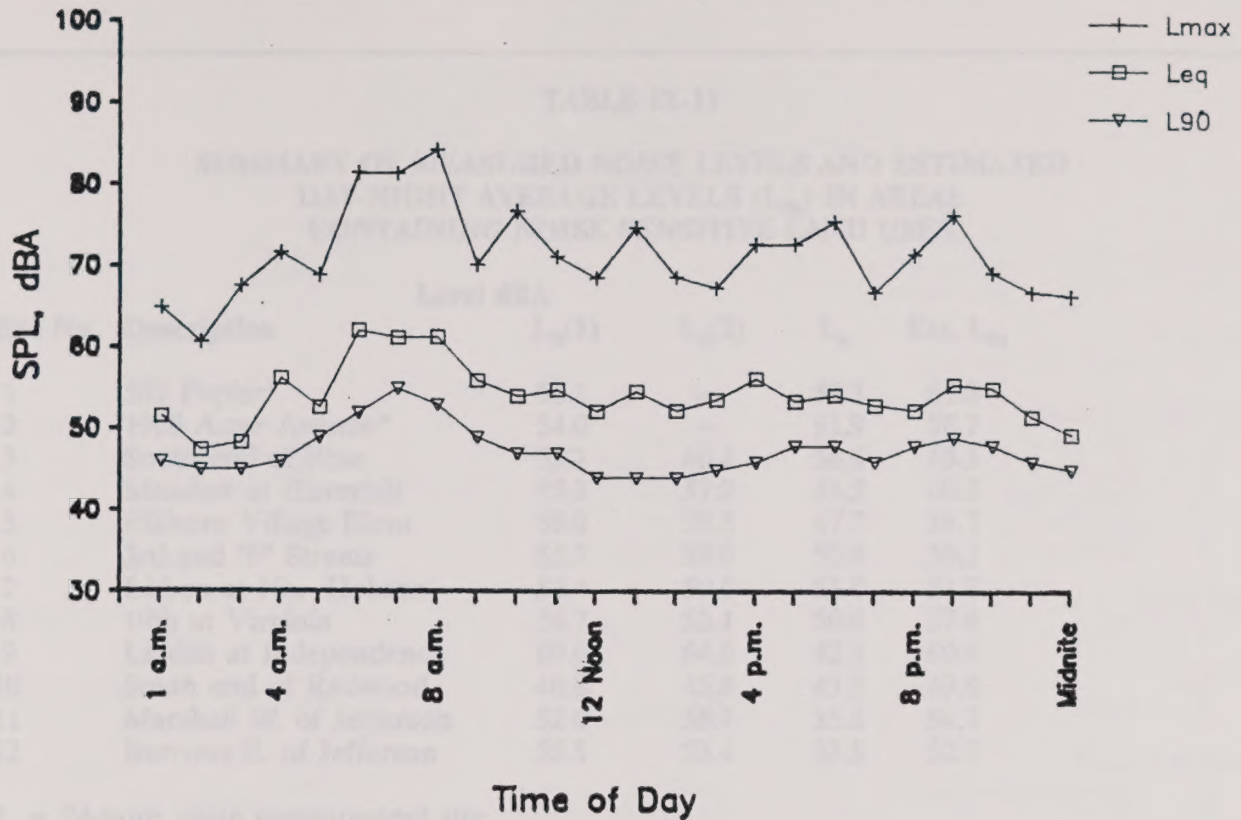
C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

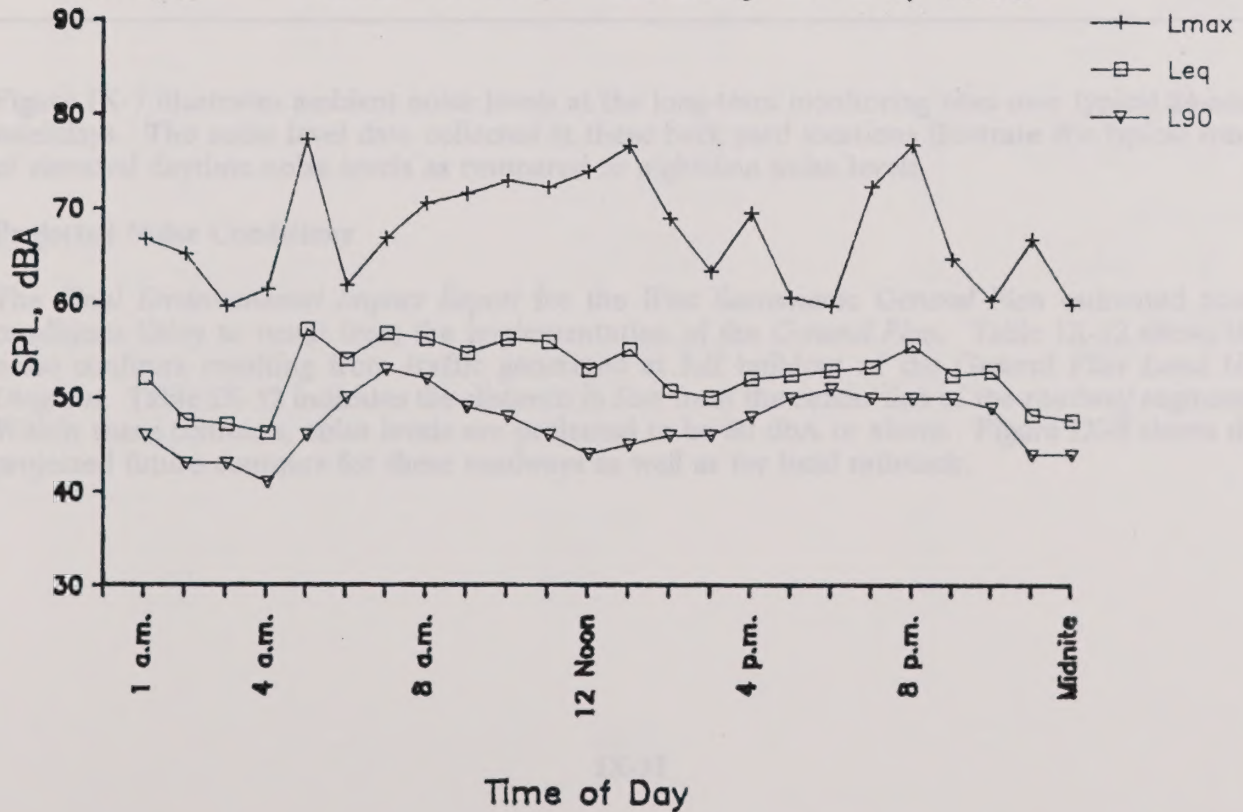
D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

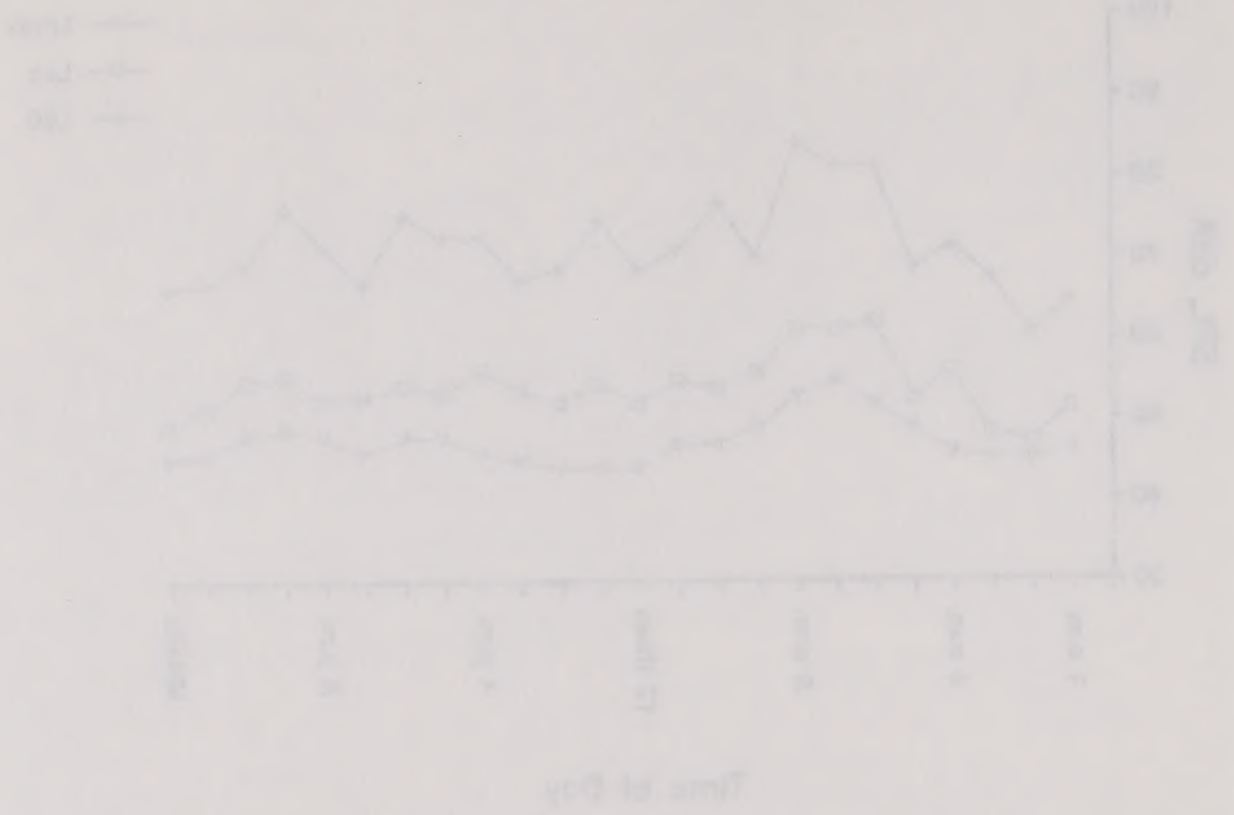
AMBIENT NOISE LEVELS **Poplar Avenue January 26-27, 1988**



Aster Avenue January 27-28, 1988



POPULAR AVENUE JANUARY 26-27, 1988



ASTOR AVENUE JANUARY 27-28, 1988

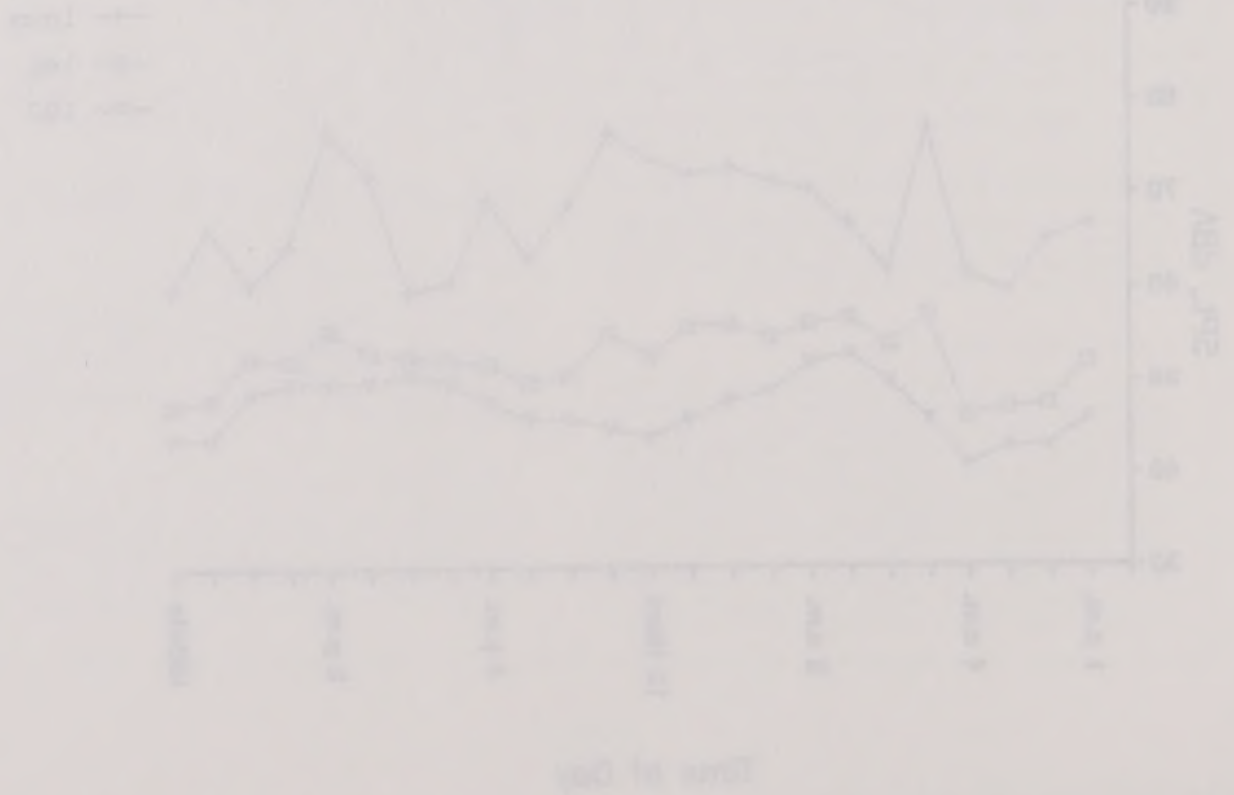


TABLE IX-11

**SUMMARY OF MEASURED NOISE LEVELS AND ESTIMATED
DAY-NIGHT AVERAGE LEVELS (L_{dn}) IN AREAS
CONTAINING NOISE SENSITIVE LAND USES**

Site No.	Description	Level dBA			Est. L_{dn}
		$L_d(1)$	$L_d(2)$	L_n	
1	587 Poplar*	56.1	--	55.3	61.8
2	1920 Aster Avenue*	54.0	--	51.9	58.7
3	South end of Pine	55.2	60.4	56.6	63.3
4	Meadow at Haverhill	55.3	57.2	53.2	60.2
5	Elkhorn Village Elem.	59.0	59.5	47.7	58.7
6	3rd and "F" Streets	55.7	59.0	50.8	59.1
7	Lisbon at No. Hobson	52.4	59.0	55.0	61.7
8	19th at Virginia	54.7	52.1	50.6	57.6
9	Linden at Independence	60.0	64.0	42.3	60.6
10	South end of Redwood	40.8	45.8	43.3	49.8
11	Marshall W. of Jefferson	52.0	58.7	35.8	54.7
12	Burrows E. of Jefferson	55.5	53.4	33.5	52.7

* = 24-hour noise measurement site

L_d = L_{eq} during daytime hours (7 a.m. to 10 p.m.)

L_n = L_{eq} during nighttime hours (10 p.m. to 7 a.m.)

Source: Brown-Buntin Associates, January 1988

Figure IX-7 illustrates ambient noise levels at the long-term monitoring sites over typical 24-hour weekdays. The noise level data collected at these back yard locations illustrate the typical trend of elevated daytime noise levels as compared to nighttime noise levels.

Projected Noise Conditions

The *Final Environmental Impact Report* for the *West Sacramento General Plan* estimated noise conditions likely to result from the implementation of the *General Plan*. Table IX-12 shows the noise contours resulting from traffic generated at full buildout of the *General Plan Land Use Diagram*. Table IX-12 indicates the distance in feet from the center line of the roadway segments. Within these contours, noise levels are projected to be 60 dbA or above. Figure IX-8 shows the projected future contours for these roadways as well as for local railroads.

TABLE IX-12

PROJECTED NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours

Segment Description			Distance to Current 60 dB Contour Line
No.	From	To	
River Road:			
1	North City Limits	I-80	229
West Capitol Avenue:			
2	I-80	Northport	147
3	Northport	Harbor Blvd.	174
4	Harbor Blvd.	Westacre	313
5	Westacre	Jefferson	309
6	Jefferson	SR 275	372
Kegle Drive:			
7	Carrie	Sacramento Avenue	71
"C" Street:			
9	Third	Jibboom	132
Harbor Boulevard:			
10	Sacramento Avenue	Rice	306
11	Rice	Evergreen	316
12	Evergreen	Industrial	338
Enterprise:			
13	Lake	Deep Water Ship Channel	416
Industrial:			
14	Enterprise	Harbor	321
15	Harbor	Stone	369
Park Boulevard:			
16	Jefferson	16th Street	95
26	16th Street	Stone	122
Linden Road:			
17	Jefferson	City Limits (E)	114
18	Jefferson	Jefferson West	94
Anna Street:			
19	Kegle	Road 136	91
Westacre Road:			
20	West Capitol	Park	112

TABLE IX-12

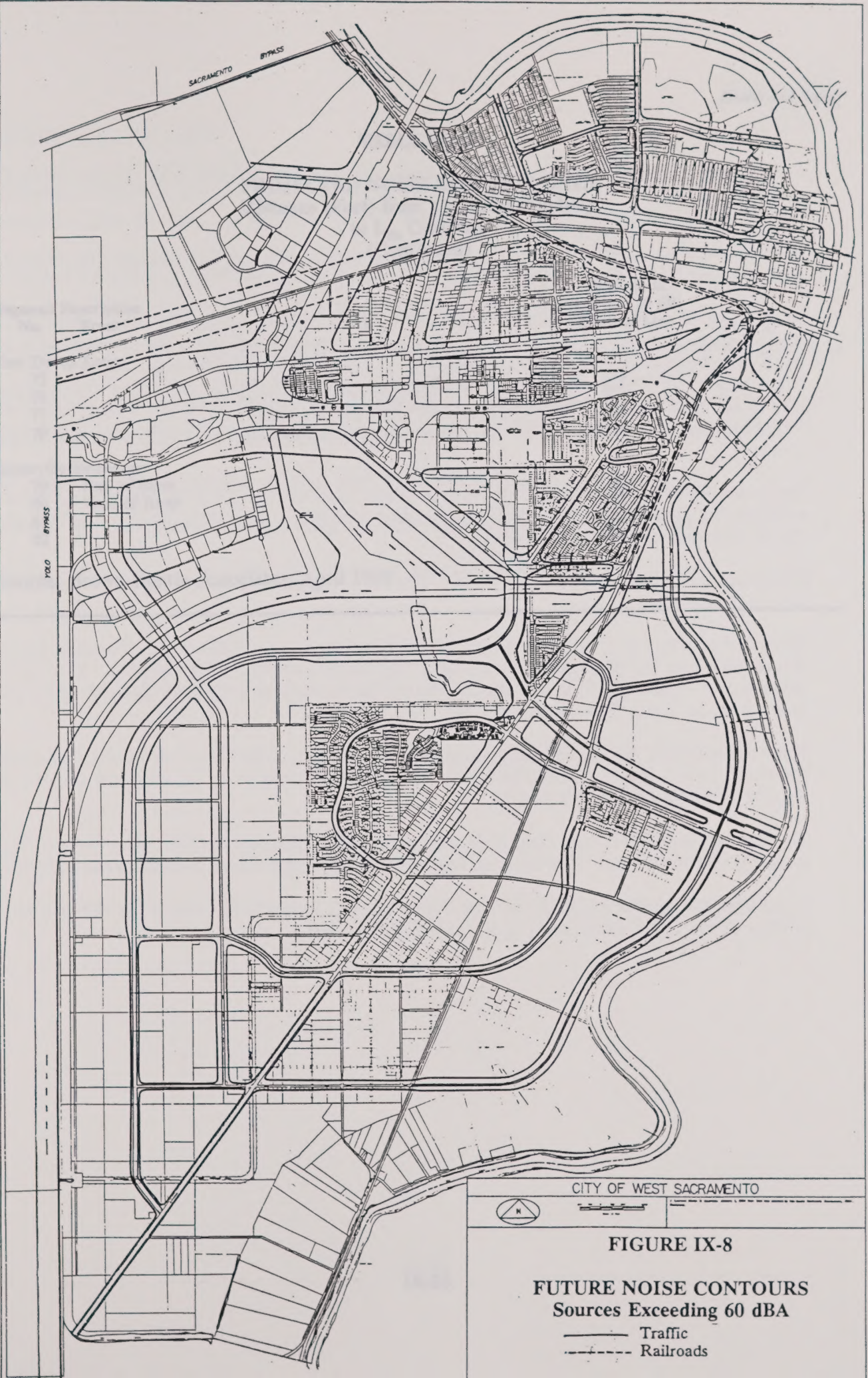
PROJECTED NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours
(Continued)

Segment Description No. From	To	Distance to Current 60 dB Contour Line
Evergreen Avenue: 21 Harbor	Pine	60
Merkley Avenue: 22 East of Jefferson		53
23 West of Jefferson		93
Fifteenth Street: 24 Jefferson	South River Road	78
Stone Boulevard: 25 Jefferson	Industrial	59
Bryte Avenue: 27 Anna	Sacramento Avenue	62
Anna Street: 28 Bryte Avenue	Kegle	54
Jefferson Boulevard: 29 South City Limit	Davis	59
30 Davis	Harmon	198
31 Harmon	Linden	237
32 Linden	Arlington	354
33 Arlington	Devon	316
34 Devon	Stone	316
35 Stone	15th Street	283
36 15th	US 50	316
37 US 50	SR 275	224
38 SR 275	West Capitol	154
39 West Capitol	F Street	231
40 F Street	Sacramento Avenue	231
Riske Lane: 41 So. River Road	SR 275	99
Sacramento Avenue: 42 Kegle	Todhunter	268
43 Todhunter	Sunset	315
44 Sunset	Harbor	315
8 Harbor	Douglas	170
Sacramento Avenue: 42 Kegle	Todhunter	268
43 Todhunter	Sunset	315
44 Sunset	Harbor	315
8 Harbor	Douglas	170

TABLE IX-12

PROJECTED NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours
(Continued)

Segment Description			Distance to
No.	From	To	Current 60 dB Contour Line
Reed Avenue:			
45	Harbor	CHP Academy	340
I-80:			
46	West City Limits	Enterprise	1,397
47	Enterprise	Jct. US 50	1,524
48	Jct. US 50	Reed	921
49	Reed	City Limits	852
US 50 (Business 80):			
50	I-80	Harbor	1,352
51	Harbor	SR 275	1,413
52	SR 275	South River	1,626
53	South River	City Limits	1,626
SR 275:			
54	US 50	Riske	309
55	Riske	5th Street	309
56	5th Street	Tower Bridge	187
57	At Tower Bridge		187
Industrial Loop:			
58	Deep Water Ship Channel		332
59			211
60			168
61			245
62			230
63			122
Industrial Connector:			
64	South of Industrial Loop		321
Seymour:			
65	At Industrial Loop		224
66			264
67			156
Marshall:			
68	West of Drainage Canal	Seymour	290
69	West of Seymour	Industrial	129
Devon Loop:			
70	East of Union Pacific Tracks		170
71			116
72			185
73			128
74			123

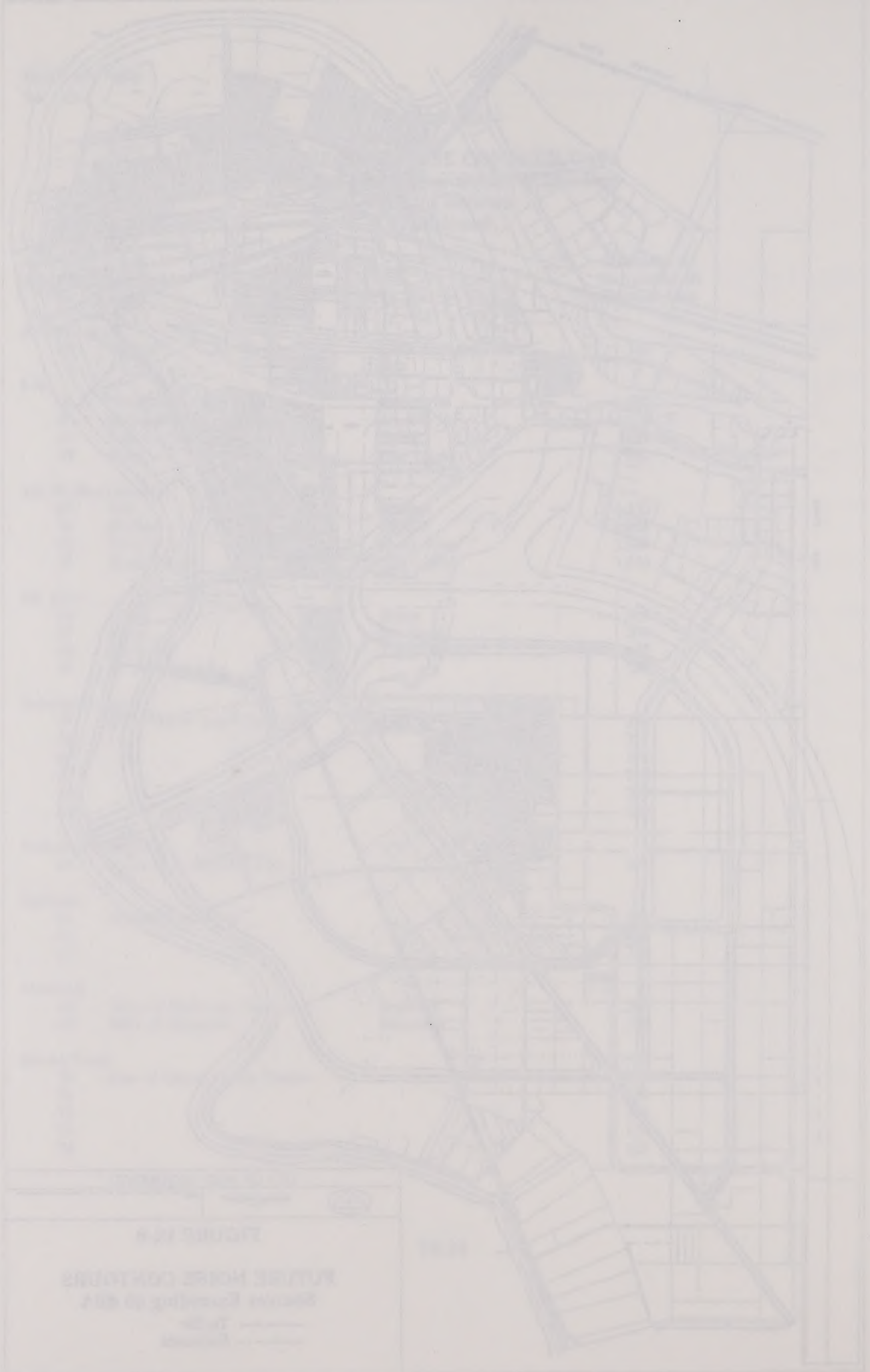


CITY OF WEST SACRAMENTO

FIGURE IX-8

FUTURE NOISE CONTOURS
Sources Exceeding 60 dBA

— Traffic
- - - Railroads



PLANNED HIGHWAY CORRIDOR
SOUTH BOUNDING TO THE
SECTION 10-12
SECTION 10-13

TABLE IX-12

PROJECTED NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours
(Continued)

Segment Description			Distance to
No.	From	To	Current 60 dB Contour Line
East Devon Loop:			
75			218
76			253
77			201
78			149
Sutterville Extension:			
79	East of River		87
80	West of River		313
81			243
82			236

Source: Brown-Buntin Associates, April 1990

FINDINGS

- Past studies and evaluations of seismic hazards in this region indicate West Sacramento is in an area of relatively low seismic activity. The primary seismic hazards in West Sacramento are related to groundshaking, soil liquefaction, and seiches.
- Because most of West Sacramento is level, landslides are not a problem except for potential slumping and landsliding along the banks of the Deep Water Ship Channel and the levees.
- As a result of record flood stages experienced during February 1986 and other recent high flood stage events, the U.S. Army Corps of Engineers recently reevaluated the current level of flood protection within West Sacramento and concluded that the levees along the Sacramento River and Yolo Bypass currently do not provide protection from a 100-Year flood event. Nearly all of the city is designated within the 100-Year floodplain in an A-99 zone, based on Flood Insurance Rate Maps, which is to be protected by remedial construction work on existing levees.
- The areas with the greatest wildland fire hazard are the brush along the Sacramento River and levee banks, the agricultural fields west of Arlington Road, and the area behind the Highway Patrol Academy and Tule Jake Road.
- Substandard building without adequate fire-resistant construction constitute the greatest hazard for structural fires.
- West Sacramento has a substantial number of industries and activities which transport, store, or use toxic and hazardous materials, posing significant potential safety hazards. The major industries or areas within the city are the Port of Sacramento and related industrial areas, the tank farms on South River Road, and the truck terminals.
- Some areas of the city do not have adequate water supply. The City is presently upgrading the water system in the more urbanized areas. Most of the area in the southern portion of the city does not have fire hydrants.
- There are several potentially significant sources of community noise within West Sacramento, including traffic on major roadways and highways, railroad operations, and industrial activities.
- In general, the northern portion of West Sacramento is moderately noisy, while the southern portion of the city is moderately quiet, especially at night.

PERSONS CONSULTED

DeMars, Gregg, President, Reclamation District 811

Gossett, Larry, Director, City of West Sacramento Department of Public Works

Grant, Kevin, General Manager, Sacramento Ambulance Service

Gundlach, David, Project Engineer, U.S. Army Corps of Engineers

Hauge, Carl, Chief, Geology and Ground Water Section, California Department of Water Resources

Iannone, Al, Fire Chief, City of West Sacramento

Leng, Frank, President, Reclamation District 537

MacNicholl, Robert, Director, Yolo County Community Development Agency

Powell, Ross, Director, Communications and Emergency Services, Yolo County

Ricketts, David, Civil Engineer, U.S. Army Corps of Engineers

Ruzich, Ken, Manager, Reclamation District 900

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GLOSSARY

Active Fault - A fault that has moved recently and which is likely to move again. For planning purposes, "active fault" is usually defined as one that shows movement within the last 11,000 years and can be expected to move within the next 100 years.

Alluvial - Pertaining to or composed of alluvium, or deposited by a stream or running water.

Alluvium - A general term for clay, silt, sand, gravel, or similar unconsolidated detrital material deposited during comparatively recent geologic time by a stream or other body of running water as a sorted or semi-sorted sediment in the bed of the stream or on its flood plain or delta, or as a cone or fan at the base of a mountain slope.

Ambient Noise Level - The composite of noise from all sources. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

A-Weighted Sound Level - The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes at the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise; measured as dBA.

Bedrock - Consolidated or cemented rocks of various types that form the earth's crust and underlie loose surficial materials including soils.

CNEL - Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 4.77 decibels to sound levels in the evening from 7:00 p.m. to 10:00 a.m. and after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.

Compaction - Reduction in bulk volume or thickness of, or the pore space within, a body of fine-grained sediments in response to the increasing weight of overlying material that is continually being deposited, or to the pressure resulting from earth movements within the crust. It is expressed as a decrease in porosity brought about by a tighter packing of the sediment particles.

Consolidated Material - Soil or rocks that have become firm as a result of compaction.

Critical Facility - Includes facilities housing or serving many people or otherwise posing unusual hazards in case of damage from or malfunction during an earthquake, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

Decibel, (dB) - A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

Earthquake - Perceptible trembling to violent shaking of the ground, produced by sudden displacement of rocks below and at the earth's surface.

Epicenter - An area of the surface of the earth directly above the focus of an earthquake.

Equivalent Energy Level (L_{eq}) - The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. L_{eq} is typically computed over 1, 8, and 24-hour sample periods.

Erosion - Movement of material (such as soil) from one place to another on the earth's surface. Agents of movement include water, ice, wind, and gravity.

Fault - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Fault System - Two or more interconnecting fault sets.

Fault Trace - The intersection of a fault with the earth's surface.

Fault Zone - A zone in which surface disruption or rock fracture has occurred due to movement along a fault. A fault zone may be expressed as an area with numerous small fractures, breccia (essentially, fractured rock) as a fault gouge. A fault zone may be anywhere from a few meters (or yards) to two or more kilometers (1 mile or more) wide.

Fire Hazard Zone - An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

Ground Failure - Mudslide, landslide, liquefaction, or the seismic compaction of soils.

Hazardous Material - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals, and nuclear fuels.

Inactive Fault - A fault which shows no evidence of movement in recent geologic time and no potential for movement in the relatively near future.

Intensity (of an earthquake) - A measure of the effects of earthquake waves on man, structures, and the earth's surface at a particular place. The intensity at a specific point depends not only upon the strength of the earthquake, or the earthquake magnitude, but also upon the distance from the point to the epicenter and the local geology. Intensity may be contrasted with magnitude, which is a measure of the total energy released by an earthquake.

Landslide - A general term for relatively rapid mass movement, such as slump, rock slide, debris slide, mudflow, and earthflow.

Lateral Spreading - The movement of loose soils over horizontal or low-angle slopes into open areas, caused by ground motion during an earthquake.

L_{dn} - Day/Night Average Level - The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m. (Note: CNEL and L_{dn} represent daily levels of noise exposure averaged on an annual basis, while L_{eq} represents the equivalent energy noise exposure for a shorter time period, typically one hour.)

Liquefaction - A process by which water-saturated granular soils transform from a solid to a liquid state because of a sudden shock or strain.

Lurch Cracking - The development of all types and sizes of fissures in the ground, due to ground motion during an earthquake.

Magnitude (Earthquake) - A measure of the strength of an earthquake or the strain energy released by it, as determined by seismographic observations. As defined by Richter, it is the logarithm, to the base 10, of the amplitude in microns of the largest trace deflection that would be observed on a standard torsion seismograph at a distance of 100 kilometers from the epicenter.

Noise Exposure Contours - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and L_{dn} are the descriptors utilized herein to describe community exposure to noise.

Potentially Active Fault - (1) A fault that moved within the Quaternary Period before the Holocene Epoch (the last 2,000,000 to 11,000 years); (2) A fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

Seiche - An earthquake-induced wave in a lake, reservoir, river, or harbor.

Seismic - Pertaining to earthquakes.

Settlement - The downward movement of soils, and structures on them or in them, resulting from reduction in the voids in the underlying soils.

Subsidence - The gradual, local settling or sinking of the earth's surface with little or no horizontal motion. (Subsidence is usually the result of gas, oil, or water extraction, hydrocompaction, or peak oxidation, and not the result of a landslide or slope failure.)

Surface Rupture - A break in the ground's surface and associated deformation resulting from the movement of a fault.

Water Table - The upper surface of saturated earth material below which all the materials are saturated.

Wildland - A nonurban, natural area which contains uncultivated land, timber, range, watershed, brush, or grasslands.

INTRODUCTION

This chapter describes the structure and appearance of West Sacramento's environment, both natural and man-made elements. It focuses on the location and layout of the physical and human world: West Sacramento's buildings, streets, parks, water bodies, bridges, levees, and other physical features that define and shape the city, and describes the relationships between these elements. This chapter is based largely on the results of a planning vision design workshop conducted in April 1998 by a team of urban design professionals.

In terms of urban design, the most important characteristics of the city are its four separate communities—Ardenwood, Davis, West Sacramento, and Crocker-Hartley—and the spaces separating them: spaces of transportation (mainly highways, bridges, and rail lines). These spaces are essential and visible components of the transportation system, and in particular, define and, at the same time, separate the city. The following section identifies and describes the natural and man-made features of West Sacramento that create problems or needs and present opportunities in terms of West Sacramento's urban design.

Urban design identifies problems and opportunities, and the city's existing development defines the context. In this chapter, urban structure planning and design involves understanding the need to develop an urban design plan to guide future city development. The development of an urban design response is part of developing a vision that will guide the city in long-term planning efforts by addressing the city's urban structure as a desirable goal in the city's development. The plan can be used to develop the kind of place West Sacramento wants to be in the future, a city design of its own choice.

CHAPTER X

URBAN STRUCTURE AND DESIGN

MAJOR PHYSICAL ELEMENTS

Water resources, major roads, bridges, railroads, levees, and existing residential communities form a complex pattern which both defines and confines the development pattern in West Sacramento. These physical elements are shown in Figure X-1.

Naturally, water bodies and wetlands have had a strong influence on West Sacramento's development, and they will continue to do so. West Sacramento is, in effect, a peninsula. The Sacramento River defines the eastern and northeastern edges, the Sacramento-San Joaquin Delta defines the northeastern boundary, and the Yolo Bypass defines the western boundary. The Deep Water Ship Channel, running north and south, divides the city into a northern and southern portion of the city.

The flat topography of the valley floor and the flat natural levee system have subtly influenced the city's development pattern. Although relatively flat, the levee area offers a very different visual perspective than can be gained from the valley floor. Much of the city is situated on the levee system, although its extent is visibly discernible from many parts of the city due to tall riparian vegetation along the shoreline.

Surface streets are also important urban design elements. West Sacramento's three primary surface arteries—West Capital Avenue, Jefferson Boulevard, and Sacramento Avenue—are among the primary highway routes connecting Sacramento to communities east of the Sacramento River. The only existing arterial road along these water routes have gradually deteriorated since the construction of Interstate 80, eliminating virtually all through-traffic on city surface streets.

CHAPTER X

URBAN STRUCTURE AND DESIGN

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URBAN STRUCTURE AND DESIGN

INTRODUCTION

This chapter describes the structure and appearance of West Sacramento's environment, both natural and manmade elements. It focuses on the location and quality of the places and features within West Sacramento--its buildings, streets, trees, water bodies, bridges, levees, and other physical features--that define and shape the city, and describes the interrelationships between these elements. This chapter is based largely on the results of a three-day urban design workshop conducted in April 1988 by a team of urban design consultants.

In terms of urban design, the most important characteristics of the city are its four separate communities--Broderick, Bryte, West Sacramento, and Southport--and the extensive and overlapping system of transportation networks--water courses, highways and rail lines. The distinct communities and various components of the transportation system serve to physically define and, at the same time, fragment the city. The following sections identify and describe the natural and man-made features of West Sacramento that constitute problems or assets and present opportunities in terms of West Sacramento's urban design.

Urban design constraints, problems, and opportunities, and the city's pending development decisions discussed in this chapter raise important planning and design questions, underscoring the need to develop an urban design plan to guide future city development. Uncoordinated, ad-hoc design responses to private development initiatives can result in long-term adverse economic impacts by diminishing the city's attractiveness as a desirable place to live and work. Urban design directives can be used to determine the kind of place West Sacramento seeks to become and establish a clear image of its intentions.

MAJOR PHYSICAL ELEMENTS

Water resources, topography, levees, freeways, railroads, bridges, and existing residential communities form a complex pattern which both shapes and confines the development pattern in West Sacramento. These physical elements are shown in Figure X-1.

Historically, major water elements have had a strong influence on West Sacramento's development, and they will continue to do so. West Sacramento is, in effect, a peninsula. The Sacramento River defines the eastern and northeastern edges, the Sacramento Bypass defines the northwestern boundary, and the Yolo Bypass the western boundary. The Deep Water Ship Channel, turning basin, and barge canal, combine to form a east-to-west division of the northern and southern parts of the city.

The flat topography of the valley floor and the flood control levee system have subtly influenced the city's development pattern. Although relatively low, the levee tops afford a very different visual perspective than can be gained from the valley floor. Moreover, the river is visible only from the levee system, although its course is visually discernible from many parts of the city due to tall riparian vegetation along the shoreline.

Surface streets are also important urban design elements. West Sacramento's three primary surface streets--West Capitol Avenue, Jefferson Boulevard, and Sacramento Avenue--were once the primary highway routes connecting Sacramento to communities west of the Sacramento River. The once thriving commercial areas along these major routes have gradually deteriorated since the construction of Interstate 80, eliminating virtually all through-traffic on city surface streets.

Elevated freeways now divide the urbanized northern part of the area into isolated areas, with limited surface street connections. Due to flooding problems, early railroad lines in West Sacramento were built on raised roadbeds. Consequently, they constitute an additional constraint on circulation and development patterns.

COMMUNITY FORM AND CHARACTER

The incorporation of the City of West Sacramento on January 1, 1987, unified the four separate and distinct communities of Broderick, Bryte, West Sacramento, and Southport. Each has a unique history and character. The physical form, scale, and distinctive character of each of these communities will be important factors in the future urban design and development of West Sacramento.

Each of the four communities and its major urban design elements is described below. Figure X-2 shows the urban elements identified as major assets or liabilities in terms of community form and character.

Broderick

Settled during the California gold rush period, Broderick is the oldest of the four communities in what is now the City of West Sacramento. The oldest part of Broderick is located between Sacramento Avenue and West Capitol Avenue. This is a cohesive and distinctive area with a well-established residential pattern. The grid pattern of the streets and blocks contributes to the community's small-town scale. The heavy cover of mature trees gives this area a particularly appealing visual character.

There are a number of deteriorated older homes and buildings in Broderick, some of which are vacant. Several older stores in this area recall a more prosperous past. There are also many attractive homes. Several distinctive Victorians on Third Street are the oldest homes in the city. Although some of these homes are in a state of physical decline, others are being restored.

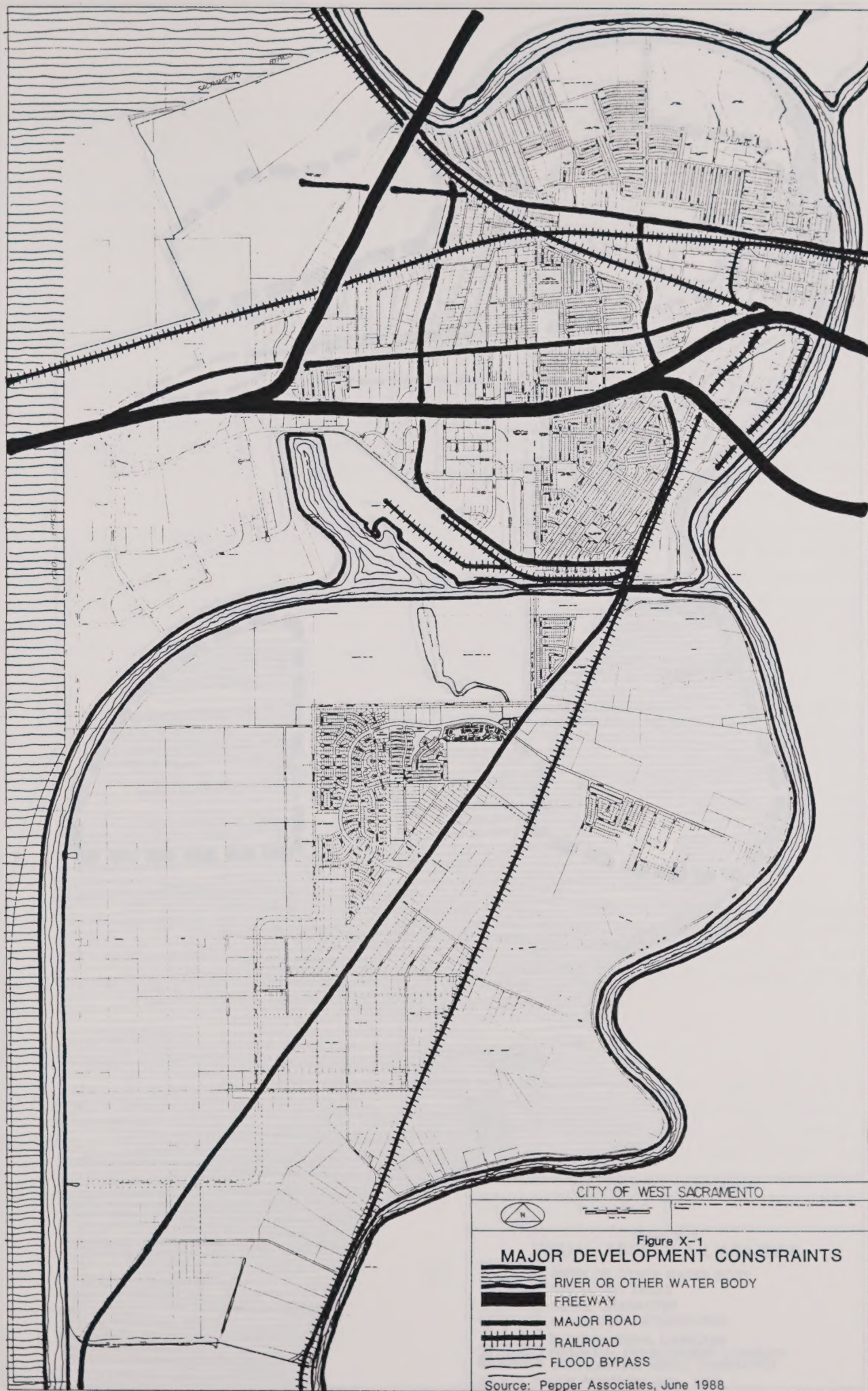
The western part of Broderick is dominated by the Elkhorn subdivision, a large single family residential development constructed during the post-war building boom of the 1950s. Bounded by Reuter Drive and Todhunter Avenue, this development's block pattern and housing style is easily discernible from the older portions of Broderick.

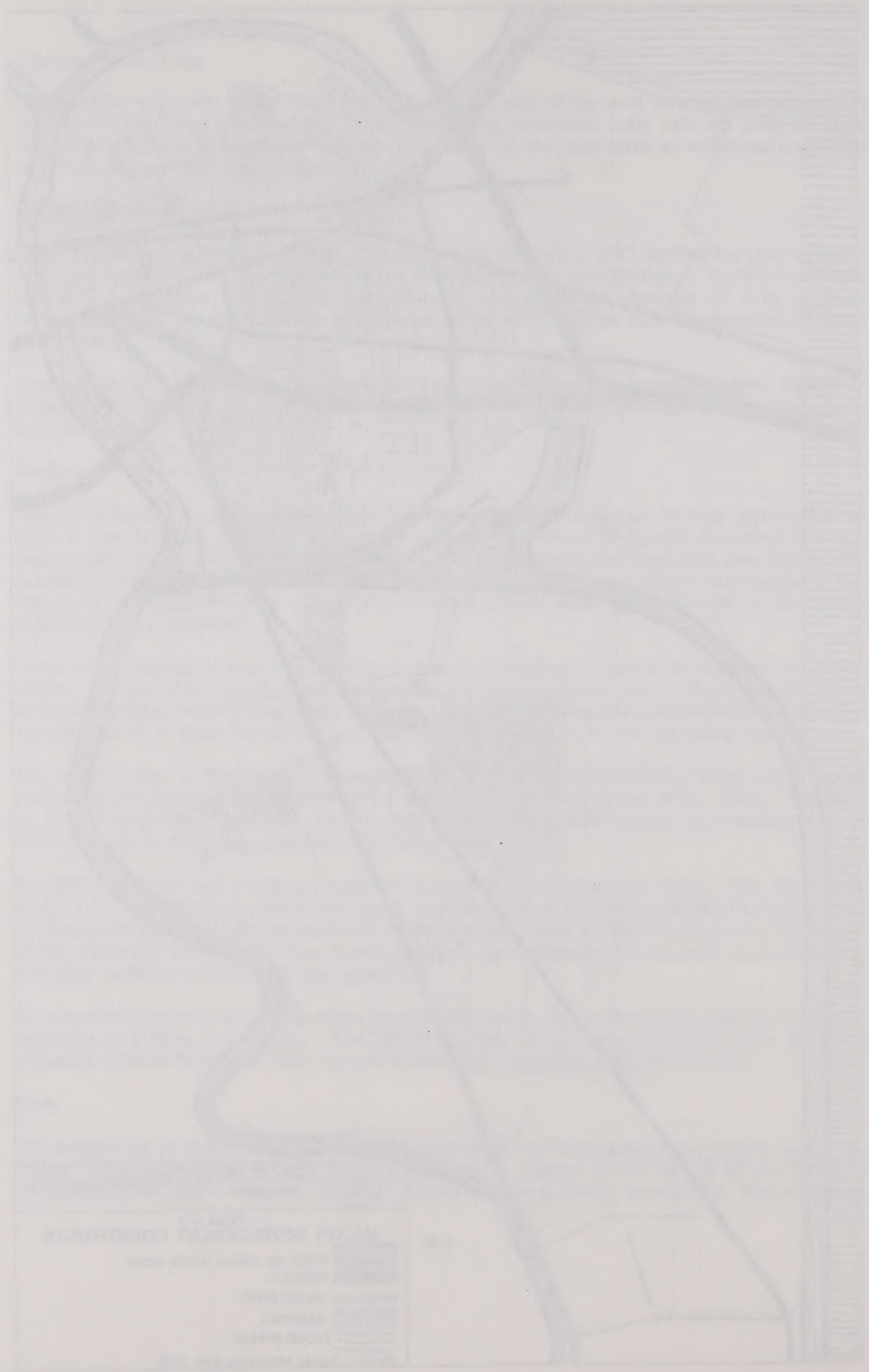
Broderick's eastern and northern edges are defined by the Sacramento River. The Riverbend Golf Course complements the river's scenic character, but is not well connected to the greater Broderick community. The Broderick shoreline contains many mature trees, most of which are visible above the levee road. The shoreline affords good views across the river to Sacramento, including excellent views of Old Sacramento.

Sacramento Avenue is the major street through Broderick. It has few visual amenities, limited sidewalks, and little landscaping. The raised roadbed of the Sacramento Northern Railroad physically isolates Broderick from the commercial and residential areas to the south.

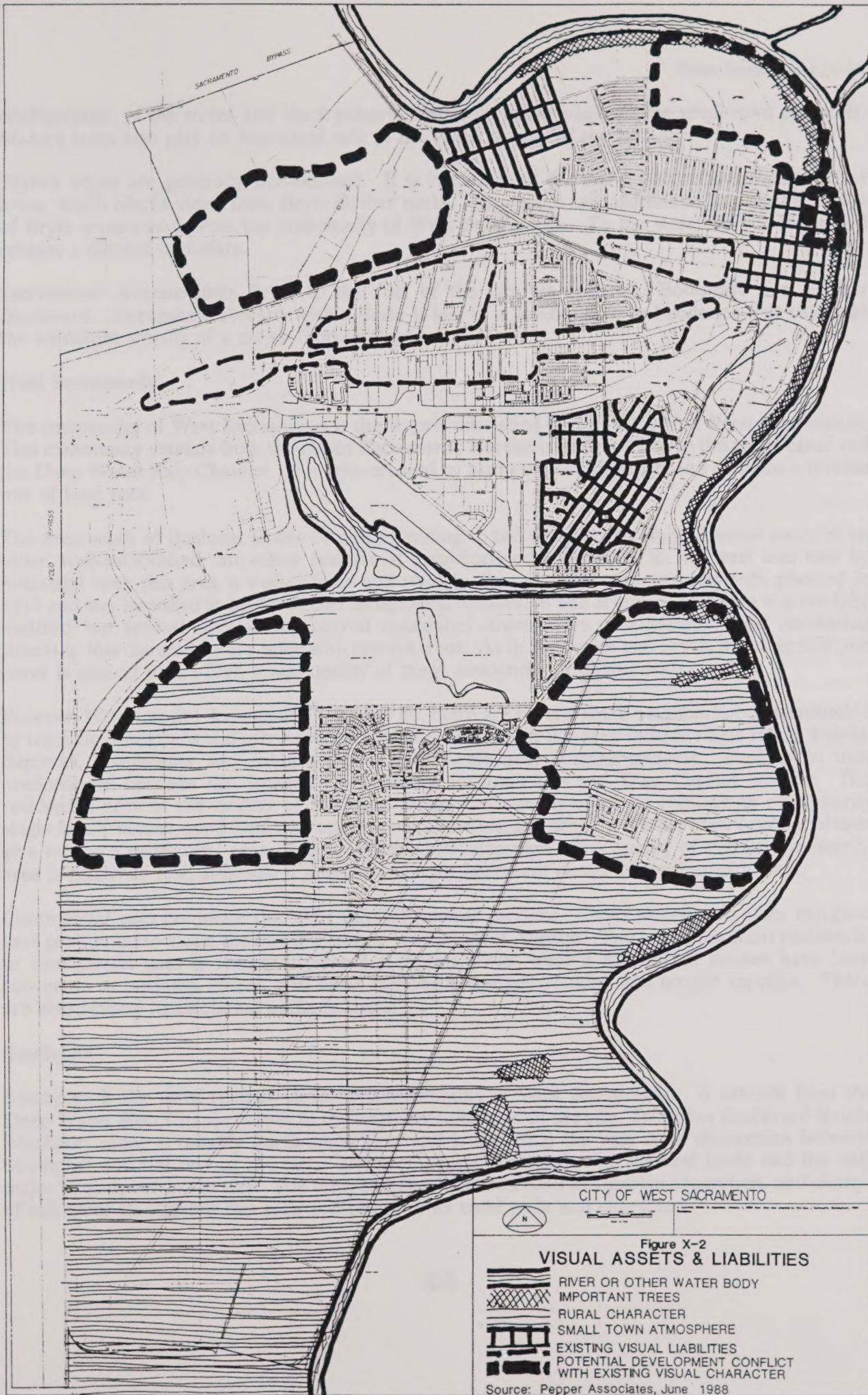
Bryte

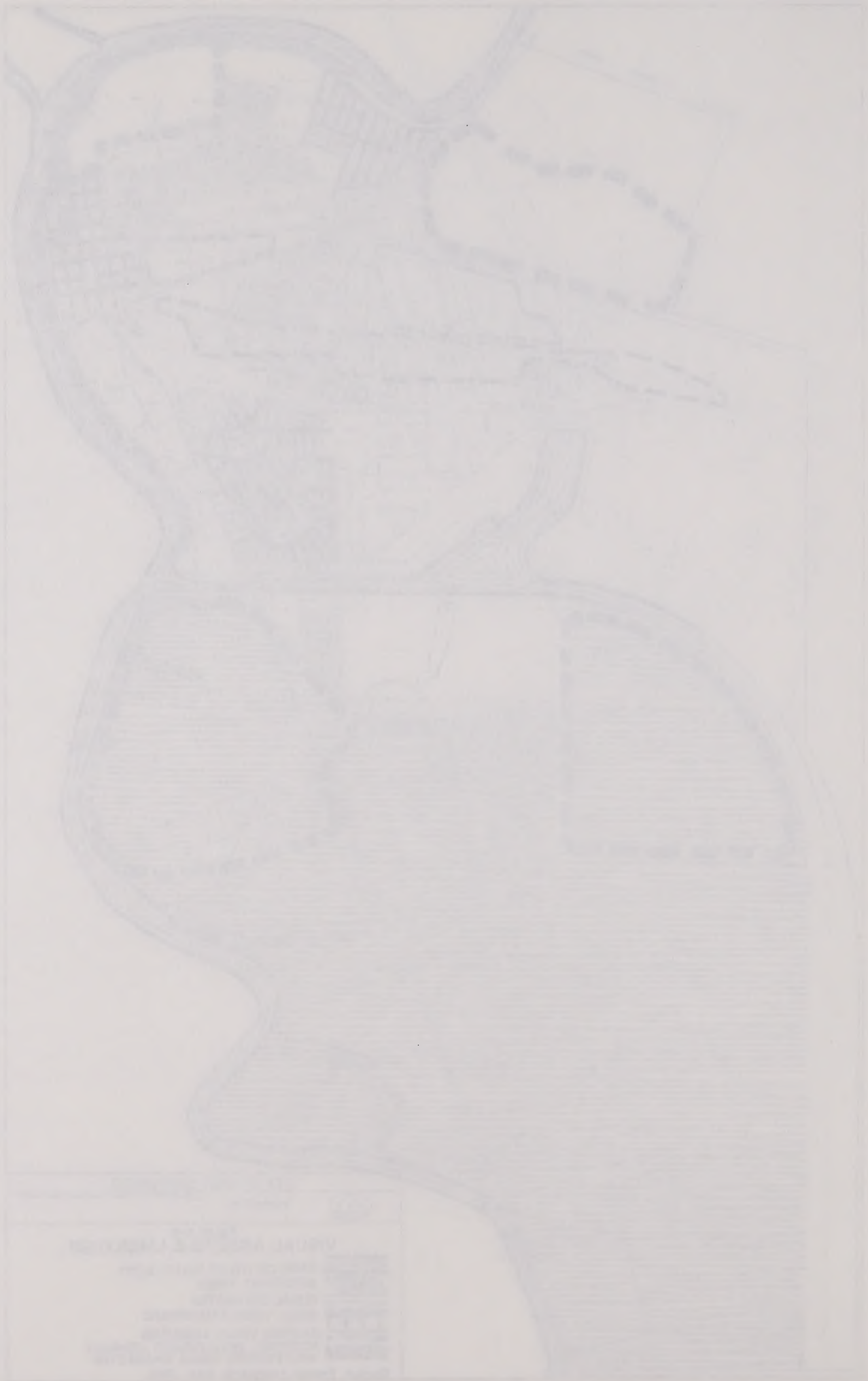
The community of Bryte, established in 1911, was settled by immigrants from several countries. Today, Bryte is home to a large Russian community. Except at the fringes of the Elkhorn subdivision, Bryte has a cohesive character that marks it as a distinct community. The scale and





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WASHINGTON, D. C.
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configuration of the street and block pattern contribute substantially to the small-town character. Mature trees also play an important role in the visual quality of the area.

Bryte's edges are generally well-defined. It is bordered on the north by the Sacramento River levee, which blocks views from Bryte farther north. The raised railroad line at the southern edge of Bryte separates it from the community of West Sacramento. To the west, Harbor Boulevard creates a distinct boundary.

Sacramento Avenue links Bryte to the rest of the city via Jefferson Boulevard and Harbor Boulevard. Sacramento Avenue within Bryte is less of a liability than in Broderick, but still lacks the amenities worthy of a major thoroughfare.

West Sacramento

The community of West Sacramento is the largest urbanized part of the city of West Sacramento. This community extends from the raised Sacramento Northern Railroad line to the barge canal and the Deep Water Ship Channel. It is criss-crossed by highways and railroads and contains a diverse mix of land uses.

The area south of Business Route 80 and extending to the Deep Water Ship Channel contains an older, well-established, attractive residential neighborhood. Bounded to the west and east by industrial uses, this area is well-defined and visually distinct. This area was originally planned in 1913 and was intended to be developed using radial boulevards and arteries. This plan was not fully realized, but several circular and curved residential streets were constructed. Most residential streets in this community are lined with mature trees. As in Broderick and Bryte, the extensive tree cover is central to the high visual quality of these residential neighborhoods.

Between West Capitol Avenue and Highway 80, there are several small neighborhoods surrounded by trucking operations and other commercial uses. Homes in this area include single family homes, duplexes, apartments, mobilehome parks, and government housing projects. Residential uses predominate between the Sacramento Northern Railroad line and West Capitol Avenue. The residential area in the vicinity of Michigan Street is a visually coherent community of primarily single family homes, combined with apartments, churches, and schools. To the west, residential uses give way to a substantial area of light industrial development. The quality of this light industrial area is relatively low, although it appears to be an important center of local employment.

Commercial uses dominate the West Capitol Avenue corridor. Older motels and other marginal uses predominate along the eastern end of West Capitol Avenue. The transition from residential to commercial uses is readily apparent at Pecan Street where a number of houses have been converted to business offices, and some backyards contain trucking and tractor supplies. There are also several mobilehome parks in the area.

Southport

Southport is the most recently-developed community in West Sacramento. It extends from the Deep Water Ship Channel south to the southernmost edge of the city. Jefferson Boulevard bisects Southport along a roughly north-south axis, and is currently the only road connection between Southport and the rest of the city. The area contains extensive agricultural lands and the only major open space in the city. The farm and ranch houses, rows of riparian vegetation, and clumps of oak trees throughout this area contribute to its rural scale and character.

An older residential neighborhood, Arlington Oaks, is located immediately south of the barge canal west of Jefferson Boulevard. Arlington Oaks is isolated from other urban development by the barge canal, agricultural land, and the vacant Port property on the west. In character it is similar to the Elkhorn development between Broderick and Bryte. Houses in the area are modest, and many are in need of repair. Mature vegetation is an important visual asset in this neighborhood.

The Touchstone and Larchmont subdivisions, both built within the last 15 years, are located along Linden Road west of Jefferson Boulevard. These developments include apartments, condominiums, and single family homes. Important amenities in the area include a canal running through the site and Touchstone Lake and its adjacent park. These developments are well-landscaped, and once mature, the vegetation will enhance Southport just as it does in older residential areas.

The third major residential development in Southport is the Linden Acres Subdivision. Located south of Linden Road between Jefferson Boulevard and South River Road, this subdivision is made up of custom built homes on large lots. Its mature vegetation and surrounding agricultural lands give it a decidedly rural quality.

COMMERCIAL AREAS

Central Business District

The historic downtown section of West Sacramento is located in the area bounded by Merkley Avenue, West Capitol Avenue, and Westacre Road. The principal commercial establishments in the area are a large shopping center at the intersection of Jefferson Boulevard and West Capitol Avenue and a major market one block west at the intersection of West Capitol Avenue and Westacre Road. Although the area contains important civic and community facilities, including the Chamber of Commerce, post office, and library, it is not distinctive. The large number of vacant stores and properties also reduces the attractiveness and vitality of the area. As such, the Central Business District lacks the small-town scale, character, distinctiveness, and visual quality of the older residential neighborhoods.

Highway-Serving Strip Commercial

West Capitol Avenue contains West Sacramento's primary area of strip commercial development. Highway-serving facilities such as fast food restaurants, motels, and commercial enterprises are predominant throughout, while agricultural and trucking services dominate the western end of this corridor. In some segments of this major thoroughfare, many buildings are in need of repair or are closed or abandoned. The older motels and other marginal businesses along the eastern end of West Capitol Avenue and the activities related to these businesses are the primary source of West Sacramento's negative image both within and outside the city. These uses obviously detract from the quality of the adjacent residential neighborhoods.

For most of its length, West Capitol Avenue lacks the distinctiveness warranted of a major city thoroughfare. Much of this important corridor appears neglected. Unfortunately, most of the buildings, signs, and parking areas are antithetical to the small-town atmosphere which is so valued by West Sacramento residents. The rundown and cluttered appearance of this strip commercial area is clearly a major urban design liability.

Other Commercial Nodes

A second major shopping center is located at the intersection of West Capitol Avenue and Harbor Boulevard. It is a typical low-density shopping plaza surrounded by parking lots. A more modest shopping center at the corner of Jefferson Boulevard and Sacramento Avenue is the major commercial center for Broderick and Bryte. Although the center contains the Broderick Post Office and the major grocery store for the area, most of the other commercial spaces are currently vacant.

INDUSTRIAL AREAS

Numerous industrial uses are dispersed throughout the city. A large, older industrial area occupies the area bounded on the north by West Capitol Avenue, on the east by the Sacramento River, on the west by Jefferson Boulevard, and on the south by the barge canal. The freeways, railroad lines, and limited surface street connections combine to physically isolate this important industrial area. The shoreline contains a nearly continuous band of mature riparian vegetation, thus providing an important visual amenity.

Rice silos and other large industrial structures visually dominate the northern part of this industrial area. These structures, ranging in height from 120 to 160 feet, are visible for miles and are major landmarks for West Sacramento residents and travelers alike. The industrial area south of Pioneer Bridge is smaller in scale and considerably less distinctive in appearance, although riparian vegetation along the levee bank provides visual continuity.

The area including and adjacent to the Port of Sacramento is another distinct older industrial area. The Port's turning basin and harbor, located at the terminus of the Deep Water Ship Channel, are an important visual markers within the city. The towering port structures, including a series of rice silos, are also intriguing and distinctive West Sacramento landmarks.

The recently-developed Port Sacramento Industrial Park is situated on the western edge of the city. Most structures in this area are relatively new or are still under construction, and their landscaping is not yet mature. The area is, however, quite extensively planted and when the trees mature, they will likely diminish the imposing and austere character of the industrial buildings.

Because of the extent of industrial development in the city and the number of large, highly visible industrial structures, West Sacramento has a decidedly industrial look when viewed from the freeways that pass through and near the city. These major surface streets and intersections are among the most important elements in the overall physical structure of West Sacramento and have, perhaps, the greatest visual impact on West Sacramento residents and visitors. For the most part, the appearance of these streets and intersections is a major aesthetic liability.

STREETS AND HIGHWAYS

Major State Highways

The state and interstate highway system has had a dominant and disruptive effect on the development of West Sacramento. The Business 80 freeway constitutes a formidable barrier across the northern section of the city, dividing the city north and south. Only five streets provide north-south links through this barrier. The barrier-effect is further emphasized by the sound walls constructed to buffer abutting residential areas from the freeway's noise. In some places, landscaping has begun to soften the visual quality of these walls.

Surface Streets

West Sacramento's internal circulation system includes seven major surface streets: West Capitol Avenue, Jefferson Boulevard, Sacramento Avenue, Harbor Boulevard, Park Boulevard, Stone Boulevard/Industrial Boulevard, and Linden Road.

Five major intersections constitute the key nodes within the city's surface street system: Jefferson Boulevard and West Capitol Avenue; Harbor Boulevard and West Capitol Avenue; Stone Boulevard and Jefferson Boulevard; Linden Road and South Jefferson Boulevard; and Harbor Boulevard and West Capitol Avenue.

Bridges

Three bridges directly link West Sacramento and Sacramento: the "I" Street Bridge, the Tower Bridge, and the Pioneer Bridge. The "I" Street Bridge connects to West Sacramento at "C" Street in Broderick. The exit off the bridge is an intricate ramp system that overlooks Old Sacramento, the Sacramento River, and its tree-covered West Sacramento shoreline. The Tower Bridge connects West Capitol Avenue with Capitol Mall in downtown Sacramento. U.S. 50 and Business 80 link West Sacramento with Sacramento via the Pioneer Bridge. This bridge soars high above the river and affords short but sweeping views of the river and West Sacramento.

The Bryte Bend Bridge (Highway 80 Bypass) is a dominant structure at the northern edge of West Sacramento. This bridge looms high above the landscape and dominates the residential scale of western Bryte.

The bascule bridge over the barge canal is the only circulation link between Southport and the rest of West Sacramento. This modest drawbridge is part of the William G. Stone Lock, an interesting and distinctive element in the network of waterways in West Sacramento.

PRINCIPAL LANDMARKS

Because West Sacramento is flat, even structures of modest height are highly visible landmarks. The 105-foot high Tower Bridge occupies a strategic location at the end of Capitol Mall and is an important landmark for both Sacramento and West Sacramento.

The water towers, industrial towers, silos, and highway overpasses are also important visual landmarks. The Port structures and the UNOCAL Chemical Plant are landmarks which are also visible from outside West Sacramento.

The 267-foot high Bank of Commerce building located on Capitol Mall across the river in downtown Sacramento is visible from most places in West Sacramento. Its height and unusual design make this building a prominent landmark for West Sacramento residents.

A number of Victorian homes in Broderick stand out as distinct architectural/cultural landmarks. With some attention, these houses could substantially influence the quality of the immediate area.

MAJOR PLANNED DEVELOPMENTS

Development of five large-scale development projects are currently in various stages of the city review process. Collectively, these projects will have a major impact on the development pattern

of West Sacramento and individually could significantly change the physical form and character of the areas in which they are located.

Raley's Landing is an approximately 25-acre commercial development proposed for the old Broderick neighborhood in the area bounded by Third Street, "E" Street, West Capitol Avenue, and the river. This project proposes construction of a hotel, condominiums, a shopping mall, and offices. While a major departure from the low-profile, residential character of the surrounding area, the Raley's Landing project should provide the impetus for the revitalization of the Broderick riverfront.

Farther north, the proposed 295-acre Lighthouse Marina includes a marina, hotel, and commercial and residential development. As with the Raley's Landing project, this represents a major departure from the existing development in surrounding neighborhoods, but will be an important element in Broderick riverfront revitalization efforts.

Riverpoint Business Park is a 134-acre business park and commercial development proposed in the area immediately east of I-80 and west of Harbor Boulevard near Reed Avenue.

Riverside Industrial Park is 335-acre industrial park located immediately west of I-80 and south of Reed Avenue (and the California Highway Patrol Academy).

Southport Industrial Park, is a 670-acre project proposed for the northwest area of Southport bounding the Deep Water Ship Channel.

FINDINGS

- Each of the four communities that make up West Sacramento has a separate identity and distinctive appearance.
- The extensive mature tree cover is central to the high visual quality of the older residential neighborhoods.
- The predominance of one-story, single family detached residences and the block pattern in the older neighborhoods contributes significantly to the small-town character highly valued by West Sacramento residents.
- Industrial and commercial development uses (particularly along the West Capitol Avenue/Highway 80 corridor) conflict in many areas with adjacent residential areas.
- The Sacramento River and its shoreline are West Sacramento's major aesthetic and recreational resources.
- Public access to the river is of paramount importance to the community. Residents are concerned over the potential loss of public access to the riverfront due to large-scale development.
- The maintenance of public boating and fishing access is important to the recreational use of the river.
- The river's riparian vegetation and natural areas are central to the high scenic quality of the shoreline.
- Water elements such as the Deep Water Ship Channel, the turning basin, Lake Washington, Touchstone Lake, and the many canals that run through the city constitute important scenic amenities and wildlife habitat.
- Agricultural uses and tree patterns in the southern portion of the city provide a strong rural and open space character.
- The Southport area contains the city's only remaining, extensive tracts of open space lands. Many West Sacramento residents feel that the agricultural and rural qualities of this area should be preserved as new development occurs.
- The extensive deteriorating strip-commercial development along West Capitol Avenue is an obstacle to the development of a well-defined Central Business District.
- The blighted conditions of some of West Sacramento's commercial areas, particularly along West Capitol Avenue and in downtown Broderick, must be overcome to create a positive image for the City.
- Most West Sacramento residents consider the intersection of West Capitol Avenue and Jefferson Boulevard the center of town. The commercial development surrounding this intersection, however, contains a number of vacant buildings and large expanses of open asphalt parking lots. Careful planning of this area is critical to creating a vital downtown.

- The development of outlying shopping centers could threaten the potential for creating a vital downtown area.
- Developing a civic core of public buildings near the intersection of West Capitol Avenue and Jefferson Boulevard would contribute greatly to defining and enhancing the downtown.
- Pending major commercial development proposals--Lighthouse Marina, Raley's Landing, and Rose Orchard--warrant careful urban design review to ensure that new development enhances important characteristics of the urban pattern.
- Industrial uses limit visual and physical access to much of the Sacramento River.
- The highly visible older industrial area located along the Sacramento River the between Tower Bridge and the Pioneer Bridge represents an important development and design opportunity. However, limited access to the area creates difficult conditions for its development.
- Tall industrial structures in West Sacramento dominate the city's skyline and are important landmarks visible for miles around.
- Special planning and urban design attention should be given to trucking and trucking-related facilities in West Sacramento.
- West Sacramento's major surface streets and intersections are among the most important elements in the overall physical structure of West Sacramento and have, perhaps, the greatest visual impact on West Sacramento residents and visitors. For the most part, the appearance of these streets and intersections is a major aesthetic liability.
- Limited transportation links to Sacramento tend to physically isolate the city from the rest of the region.
- The construction of additional bridges between Sacramento and West Sacramento, now being considered, would create corresponding nodes of new development activity.
- The entry points into West Sacramento are not distinctive. These entrances will require major attention to create attractive gateways.

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CHAPTER XI

CHILD CARE

INTRODUCTION

Child care has become a pressing need for families. Children must be properly cared for in the family. The local government has no legal obligation to address child care issues. The responsibility for child care is left to the family, but the local government, through its various departments, can help to ensure that the family is able to provide the best care for its children.

The local government has a duty to ensure that children are properly cared for in the family. The local government can help to ensure that the family is able to provide the best care for its children. The local government can help to ensure that the family is able to provide the best care for its children.

This chapter discusses the various services available to families and children. It also discusses the various services available to families and children. It also discusses the various services available to families and children.

DEFINITIONS

In this chapter, the term "child care" refers to any care provided to children in a planned setting, other than the care of the child's family. This includes care provided in a family day care home, a child care center, or a family child care home. The term "child care" also includes care provided in a family day care home, a child care center, or a family child care home.

CHAPTER XI

CHILD CARE

Child care services are any facilities which provide care for children of any age in need of protection, supervision, or assistance. Child care services include family day care, child care centers, and family child care homes. Child care services are provided to children in a planned setting, other than the care of the child's family.

Family day care homes are facilities which regularly provide care, protection, and supervision of 12 or fewer children in the provider's own home for periods of less than 24 hours per day. Family day care homes are facilities which provide care for children in the provider's own home. Family day care homes are facilities which provide care for children in the provider's own home.

Family day care providers are subject to regulation by the California Department of Social Services. Family day care is subject to regulation by the California Department of Social Services.

- the care is for children of only one family
- no money is exchanged for the care
- meals are served on the premises during the care
- the care is provided in the child's own home

Minimum health and safety requirements which must be met for family day care homes are listed in Table 1 of the Child Development Code.

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CHAPTER XI

CHILD CARE

INTRODUCTION

Child care has become a pressing need for families. Unlike most issues addressed in the General Plan, local government has no legal obligation to address child care issues. The impact of child care shortages is felt most acutely at the local level, however, and increasingly, cities have begun to take on the responsibility of providing for the development of child care facilities and services.

As West Sacramento continues to grow, demand for child care will increase. The availability and affordability of quality child care can improve the quality of life for West Sacramento residents and make West Sacramento a more attractive community for residents and businesses.

This chapter discusses the factors affecting supply and demand for child care, describes the existing supply of child care in West Sacramento, and estimates existing demand. The chapter also describes federal and state programs related to child care, and outlines State and local licensing requirements.

DEFINITIONS

In this chapter, the term *child care* refers to any care provided to children on a planned, regular basis during the part of the day that children are not with their parents or in school. For consistency, the definitions used in this chapter are the same as those used in State law and licensing standards. The focus of this chapter is on child day care facilities which require licensing, as these are generally the facilities over which the City can exercise the most control and influence.

Child day care facilities are any facilities which provide nonmedical care to children under 18 years of age in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual on a less-than-24-hour basis. Child day care facilities are further classified into two broad categories: family day care homes and day care centers.

Family day care homes are homes which regularly provide care, protection, and supervision of 12 or fewer children in the provider's own home for periods of less than 24 hours per day, while the parents or guardians are away. *Large family day care homes* are homes which provide family day care to 7 to 12 children, inclusive, including children under the age of 10 years who reside at the home. *Small family day homes* are homes which provides family day care to six or fewer children, including children under the age of 10 years who reside at the home.

Family day care providers are subject to regulation by the California Department of Social Services. Family day care is exempt from licensure under the following circumstances:

- the care is for children of only one family
- no money is exchanged for the care
- parents remain on the premises during the care
- the care is provided in the child's own home

Minimum health and safety requirements which must be met for licensure, which cover the physical environment, qualifications of the caregiver, and operation standards, are found in Title 22 of the *State Administrative Code*.

Day care centers are any child day care facilities, other than family day care homes, and include infant centers, preschools, nursery schools, and extended-day (school-age) care facilities. Centers are licensed by the State unless specifically exempt from licensure, such as park and recreational programs or parent cooperatives. Day care centers may be operated by public agencies (e.g., school districts, cities), by nonprofit organizations, or as for-profit businesses.

CHILD CARE SUPPLY AND DEMAND

The supply of and demand for child care in West Sacramento and statewide are affected by a number of factors. The supply of child care in the community is a function of the total number of spaces available for various age groups, the costs of child care, the location of child care facilities, and the quality of child care available. Demand for child care is also affected by a variety of demographic, economic, and social forces.

Supply and Availability

According to the Governor's Child Care Task Force, statewide in 1985 there was licensed child care capacity in 6,600 day care centers for 330,000 children and in 33,400 family day care homes for 198,000 children. The effective capacity in family day care homes is thought to be overstated because only about half of licensed homes provide care at any given time. An additional 72,000 children were being served in child care facilities receiving State subsidies, and an unknown number participated in extended-day license-exempt public school programs, recreation programs, and activities such as 4-H or Girl Scouts or Boy Scouts. The League Women Voters estimated that in 1988, about half of children requiring child care were cared for informally by friends, neighbors, relatives, or babysitters.

The supply of child care varies by the age of children which can be served. Statewide, infant care is very difficult to find and care for school age children is scarce. In 1987, the California Senate Office of Research estimated that 40 percent of school-age children requiring child care went home to an empty house. Preschool care is more plentiful. In most areas of the state, an adequate supply of unsubsidized preschool care is available.

Statewide, child care to meet special needs is also very limited. Few programs provide summer vacation and holiday care for school children, care for mildly-ill children, or specialized care for disabled children.

West Sacramento's Child Care Supply and Usage

The supply and usage of licensed child care available in West Sacramento was assessed based on an October 1988 survey by Child Action, referral records of Child Action, and discussions with major child care providers.

According to Child Action's October 1988 survey, West Sacramento had spaces in operating licensed child care facilities for a total of 412 children in child care centers and family day care homes: 87 spaces for infants, 230 for preschool-age, and 95 for school-age children. About half the licensed full-time care capacity was in centers and half in family day care homes. Of the 60 licensed child care providers in West Sacramento, about two-thirds were still active and providing child care. Eight of these were centers, six were large family day care homes, and twenty-nine were small family day care homes. Table XI-1 lists the capacity, enrollment, ages of children served, and the kinds of programs offered in centers in West Sacramento.

According to Child Action's October 1988 survey, West Sacramento had 87 licensed spaces for infants in 29 family day care homes; no centers were licensed to care for infants. At the time of the survey, 51 infants were enrolled, with openings for 26 infants. Based on subsequent discussions with child care providers, one center had space for 4 infants and had 3 openings.

There were 230 spaces for preschoolers in West Sacramento. Care was available both in centers and family day care homes. According to the Child Action survey, 191 preschool children were enrolled and there were 68 openings.

Subsidized care is more scarce. There are two programs that provide full-time subsidized child care in West Sacramento. The Washington Unified School District operates a state-funded General Child Care program which provides full-time care for low-income and "at-risk" children from 2 years, 9 months to 14 years of age. The program is fully enrolled with 65 children, and 20 to 30 are on the waiting list at any given time.

The Broderick Christian Center provides subsidized child care for low-income, at-risk children, and parents in training programs, either through GAIN or other county programs. The center has a capacity for 24 children, aged 2½ to 5½ years, and is fully enrolled. Another 25 were on the waiting list.

The Washington Unified School District also operates two subsidized half-day preschool programs. The state-funded preschool had full enrollment of 60 children and a waiting list of 10 to 12 children. The federally-funded preschool program had full enrollment of 44 children and had a waiting list of 10 to 12.

According to Child Action's October 1988 survey, there were 95 spaces available for school age children. A total of 70 children were enrolled and there were 25 openings. The School District operates a latchkey program from noon to 6 p.m. for school-age care. The program is subsidized and families pay on a sliding scale, although about 25 percent pay full-cost. There was full enrollment of 56 and a waiting list of 20 to 30.

Special child care programs are extremely limited. Few programs provide summer vacation and holiday care for school age children, although some family day care homes which do not wish to accommodate their total licensed capacity on a regular basis will during vacations.

TABLE XI-1
CHILD CARE CENTER DATA
West Sacramento
November 1988

Child Care Center	Capacity	Enrollment	Subsidized	Infant	Pre-school	School age
Washington Children's Center 1290 Carrie Street	65	65	•		•	•
Bryte Preschool 637 Todhunter Avenue	60	60	•		• ^a	
Westfield Preschool 508 Poplar Avenue	44	44	•		• ^a	
Latch key Program 930 Westacre Road	56	56	•			•
Broderick Christian Center 110 6th Street	24	28 ^b	•		•	
Pine Preschool 703 Westacre Road	32	18		• ^c	• ^d	
Green Acre Day Care 2503 Marshall	56	42			•	• ^e
Storybook Cottage 5450 Higgins Road	36	26			•	• ^f

^aHalf-day preschool program, 8:30 a.m. to noon

^bEnrollment is greater than total licensed capacity due to part-time care

^c4 spaces for infants

^d28 spaces for preschool-age children

^eAfternoon care for school age children up to nine years old

^fBefore- and after-school care

Source: J. Laurence Mintier & Associates, November 1988

There are no facilities in West Sacramento that will provide special care for mildly ill children or developmentally or physically disabled children. Many of the centers surveyed responded that they would take children with special needs into their programs.

There is a facility in the greater Sacramento area, Kids on the Mend, which provides day care for sick children. Kids on the Mend is moving to a midtown Sacramento location. The facility cares for children between the ages of 3 months and 12 years. Centers for mildly ill children give working parents an alternative to staying home when their children come down with illnesses that prevent them from attending regular day-care programs. The company plans to open at least one to two additional centers for moderately ill children in the greater Sacramento area, probably in Roseville, along the Highway 50 corridor, South Sacramento, or the Woodland/Davis area.

Costs

Child care is very expensive, the third largest spending item after rent and food for most families. In lower income families, child care costs can become the second greatest expense, surpassing food costs. Statewide, child care costs for one child averaged \$3,000 to \$4,000 per year in 1987. Subsidized child care is limited, and children of eligible families often outgrow the need for child

The economics of child care affects supply as well as demand. The costs of providing care, including rent, equipment, liability insurance, and staff salaries, are passed along to parents. If child care becomes too costly for families, however, it is simply not used.

Infant and school-age care are generally more expensive than preschool care. Infant care is typically the most expensive type of child care. Infants require more equipment and more time from caregivers than older children. State regulations also require lower adult/child ratios for infants (i.e., one adult per four infants compared to one teacher per 12 preschool children). High costs coupled with low availability may mean that many parents who need and prefer to work must stay home to care for their children.

Preschool care costs less to provide, and unsubsidized preschool care is currently available in adequate supply in most areas of the state. Many children from low-income families, however, go without licensed care because there is not enough subsidized care available to serve families who cannot afford to pay full fees. Statewide, only seven percent of eligible children are served through State subsidies. care before space becomes available.

The problem of unsupervised, "latch key" school age children is exacerbated by the relatively high fees charged for extended day care. Many family day care providers charge full-time rates for part-time care because licensing standards limit the total number of children that can be served in the family day care homes.

Child care costs vary by age group and provider. Care in centers is generally more expensive than in family day care homes. In 1985, average cost of child care in centers statewide was \$290 to \$400 month for infants, \$200 month for preschool, and \$1.50 an hour for school age care. In family day care homes, average costs were about \$290 a month for infants, \$240 month for preschool age, and \$1.25 to \$1.75 an hour for school age. Rates have probably risen by about 20 percent since 1985.

Table XI-2 indicates child care costs in West Sacramento in 1988.

TABLE XI-2
WEEKLY CHILD CARE COSTS
West Sacramento
1988

	Average	Range
Family Day Care Homes:		
Infant ¹	\$67	\$50 to \$75
Preschool ¹	\$59	\$50 to \$75
School age ¹	\$56	\$40 to \$67
Centers:		
Infant ²	\$100	\$100
Preschool ¹	\$51	\$48 to \$55
School age ³	\$55	\$55

¹Child Action, October 1988.

²Pine Preschool, November 1988.

³Storybook Cottage, December 1988.

Sources: Child Action; J. Laurence Mintier & Associates

Another factor affecting the overall cost and supply of child care is the cost for liability insurance. Some providers have begun closing their businesses because they are unable to find affordable liability insurance. Many insurance companies have dropped child care liability insurance altogether. Although the California Legislature has passed bills ensuring the availability of insurance, and the insurance industry has established a Market Assistance Plan to help child care operators obtain insurance, the affordability issue has not yet been resolved.

Location

The location of child care facilities determines whether they are accessible to parents. An abundant supply of child care is not sufficient if the facilities are not where parents can use them. Generally, the best child care sites are near the parent's work, near the home, or near the school. School-age care is best located near the school or home; infant and preschool care are best located at or near the worksite, near the home, or along parents' commuting paths.

The need to transport children to and from child care has accounted for new travel patterns and demands. Good locations for child care facilities can improve overall traffic flows. The most significant reason for the unwillingness of commuters to give up their cars is due to their need to respond to child care emergencies. Parents resist taking transit because it does not allow them to reach their children rapidly in case of an emergency. Locating centers along transit routes may enable more parents to use transit and make child care accessible to transit-dependent parents.

Quality

The quality of child care cannot be measured quantifiably, but is an important factor in child care use and desirability. If parents are not satisfied with the quality of care, an available, accessible, affordable supply will still not be adequate. There is evidence that high quality programs can substantially benefit children who participate. The Perry Preschool study, a 25-year study conducted by the High/Scope Educational Research Foundation, showed that early education of children, especially those living in poverty, can reduce dropout rates in later years, as well as reduce delinquency and the number of children who ultimately go on welfare.

The quality of child care is a function of economics, reflected in the relatively low wages of child care workers and high staff turnover rates. The low salaries and benefits paid to child care workers also limits both the supply and the quality of care available. A 1983 salary survey in Los Angeles County found that day care center directors made an average of \$8.00 an hour and teachers \$5.30 an hour. Nationally, child care workers had an average income of \$9,000 per year in 1987. Aides are rarely paid more than minimum wage. In West Sacramento child care centers, teachers made an average of \$5.50 to \$6.50 an hour, and aides \$4.00 to \$5.00.

Most family day care providers operate on a very thin profit margin and many must have all their slots filled to make any money. Many remain in business only because they want to remain home with their own children. Overall, there is little financial incentive to enter the child care market. Furthermore, family day care providers are not required to have the same quality review as child care centers. Family day care providers are not required to have education or training in early childhood education or programs.

A major constraint on the supply and quality of child care is the shortage of qualified child care workers with a long-term commitment to the field. Low wages, poor fringe benefits, and limited opportunities for advancement discourage many talented individuals from entering or remaining in the child care field. Many qualified caregivers leave the profession for higher paying jobs in the public schools or elsewhere. Statewide, most centers report high rates of staff turnover, which is disruptive to both children and parents. Nationally, child care workers have a 42 percent turnover rate, the highest of any occupation listed by the U.S. Labor Department. Day care centers also report difficulties in filling vacancies with qualified teachers. There is a shortage of qualified child care workers in the greater Sacramento area.

Centers also have difficulty finding substitute teachers. Because of the shortage of teachers, qualified substitutes usually quickly find permanent jobs. Many centers rely on relatives and friends as substitutes, or temporarily go without adequate staff. Family day care providers also have difficulty finding substitutes and assistants. Relatives and friends provide the main source of backup support for family day care providers. When this help is not available, providers cannot take vacations, are overworked, and experience a great deal of job-related stress.

The low wages paid to child care workers reflect, in part, parents' affordability problems. Child care facilities have difficulty raising fees without penalizing or losing the business of working parents. The low wages also generally reflect the low economic value society places on the importance and value of caring for children.

Unfortunately, quality and affordability are often competing goals. Quality child care usually entails smaller group sizes, high staff/child ratios, and trained caregivers with specialized education. Teachers with more education and training in early child development demand higher

wages. Since personnel costs account for 80 percent of the operating cost in most quality centers, these centers cannot increase wages without increasing the costs for parents.

TRENDS AFFECTING CHILD CARE DEMAND

There are several factors which influence the demand for and use of child care. Many parents cannot afford child care costs and must make unsatisfactory child care arrangements or leave children unsupervised. Others have concerns over the quality of child care and may choose to stay home or make other informal child care arrangements. About 34 percent of families requiring child care pay nothing for child care, relying instead on friends or relatives. Another 16 percent pay for non-licensed care, such as babysitters in their homes.

In West Sacramento and statewide, there is a growing demand for child care created by a combination of factors -- demographic, economic, and social. While the supply of child care has increased over the last decade, it has generally not kept pace with the growing demand, especially for some types of child care. The demand for child care fluctuates in reaction to economic changes -- job growth and parents' need to work -- as well as fluctuations in the supply and cost of different child care arrangements, the availability of family members for child care, and public attitudes about the quality of child care and its effect on children.

The traditional family image -- a breadwinner father and a stay-at-home full-time mother -- reflects the situation of only one in ten families in California today. In 80 percent of California families, either both parents work or a single parent works. One out of every four households is headed by a single parent.

Population and labor force trends shape the demand for child care. Demand for child care has grown as a result of changes in the economy, the work force, the population of young children, the composition of families, and federal and state welfare reform.

Demographic Changes

In 1985, there were 5.7 million children in California aged 14 years and under. The California Department of Finance estimates that this number will reach 6.6 million by 1995. This spurt in the population of children will be the result of a "baby boomlet," caused by women born during the baby boom who have postponed having children until their 30s and 40s. The increase in children also results from the relatively high birthrate among recent immigrants to California.

Economic Forces

Increasing economic demands have resulted in more married women entering the workforce and more mothers working in full-time, year-round jobs. In 1947, nationwide only 12 percent of mothers with children under six were in the workforce. In 1980, 48 percent of mothers with children under six and 64 percent with children ages six to fourteen worked. Mothers with children under three years of age are the fastest growing segment of the labor market.

Women who work full-time are more than twice as likely to use child care facilities than part-time working mothers. It is anticipated that the number and proportion of working mothers in West Sacramento will continue to increase over the next ten to twenty years.

Family Structure

Families are smaller today than in the 1950s. Men and women are marrying later and delaying childbirth while establishing careers. Parents are having fewer children and grandparents are less likely to live with the family. Young families average about two children, down from an average of three in their parents' generation. The downward trend in fertility rates is expected to continue, with one in five young women today having only one child or no children.

For several reasons, these trends in lower fertility and smaller families significantly affect the types of child care arrangements available to families and have increased the demand for child care. First, women with smaller families are more likely to work and use child care. Second, having fewer children and children who are close in age reduces the likelihood for older siblings to care for younger brothers and sisters. It also lessens the opportunity for younger children to imitate older siblings to learn socialization skills, thus preschool becomes increasingly attractive. Third, families with fewer children are better able to afford the costs of child care services. Similarly, older parents who are more established in their careers are better able to afford child care fees. Finally, families without grandparents or other relatives living with or near them do not have access to this traditional form of child care.

Social Forces

Increases in divorce rates and higher birthrates for unmarried women have created a significant number of single mothers. The number of families headed by a single parent (90 percent of them female) has doubled in the past decade. Because single mothers are often the sole support for their children, they are even more likely to be working than married mothers. Nationally, in 1985, 79 percent of single mothers with children under age three and 84 percent of single mothers with children aged six to seventeen years were in the labor force.

The cost of child care is a significant problem for single mothers. Nationwide, half of all female-headed households live below the poverty line.

State and Federal Welfare Reform

State and federal welfare reform measures instituted recently will affect the statewide demand for child care services. California's Greater Avenues for Independence (GAIN) program is a welfare reform act which took effect in January 1988. GAIN requires recipients of Aid to Families with Dependent Children (AFDC) funds to participate in training and job search programs. Parents with children age six or over must participate, with GAIN paying child care costs. After job placement, recipients may continue to receive child care payments for up to three months. AFDC recipients who are exempt from mandatory participation in GAIN, (e.g., with children under six years of age) can participate on a voluntary basis.

The federal government passed a national welfare reform program which is similar to California's GAIN. The federal program promotes participation for all welfare recipients with children of age three or older, and pays for child care. Counties in California began to implement the program in January 1989. The federal law requires recipients to participate in job-related programs only to the extent that state funds are available. The bill's enrollment targets are only 7 percent of AFDC recipients at the outset, and only 20 percent by mid-1990.

These welfare reform programs increase the demand for child care, both temporarily during the training and job search and permanently through the employment of the GAIN participants.

As of December 1988, there were 400 active West Sacramento participants in GAIN, of which 72 received child care benefits.

CHILD CARE DEMAND IN WEST SACRAMENTO

Although there were openings for non-subsidized child care in West Sacramento, according to Child Action's October 1988 survey, this does not necessarily indicate that child care needs are being met in West Sacramento. The available spaces may not be affordable to many families, may not be located where families need care, or parents may have concern about the quality of the care. A 1985 survey performed by the Washington Unified School District indicated that half of the families surveyed were not satisfied with their child care arrangements.

There are several factors which influence the demand for and use of child care. Many parents cannot afford child care costs and must make unsatisfactory child care arrangements or leave children unsupervised. Others have concerns over the quality of child care and may choose to stay home or make other informal child care arrangements. About 34 percent of families requiring child care pay nothing for child care, relying instead on friends or relatives. Another 16 percent pay for non-licensed care, such as babysitters in their homes.

Several sources and methods were used to estimate the demand for child care in West Sacramento including population and demographic data from the U.S. Census Bureau, California Department of Finance, and other organizations, results from a 1985 survey conducted by the Washington Unified School District, and referral records from Child Action.

To estimate child care demand, 1988 population and employment in West Sacramento was analyzed.

Table XI-3 estimates the total demand for child care in 1988. The existing number of children aged 6-14 in West Sacramento was calculated based on the 1987-88 school enrollment for students in grades K-8 in public and private schools, which totalled 3,819 children. To estimate the number of children aged five years and younger, it was assumed that two-thirds of the child population is aged 6-14 and one-third is five years and younger. This ratio comes from the 1980 Census data. In total, this worked out to 5,700 children, 1,881 of which are age five and younger.

The analysis assumes that 46 percent of mothers with children five years and younger and 66 percent with children between 5 and 14 years are in the labor force. Thus, according to Table XI-3, 3,385 children in West Sacramento have working mothers. Assuming that 55 percent of the children of working mothers require care outside the home (45 percent make other arrangements (e.g., relatives, neighbors, in-home babysitters), 1,862 children residing in West Sacramento require child care: 476 aged five years and younger and 1,386 between ages 6 and 14.

Child care demand is also created by parents working in West Sacramento who do not live in the city. In 1984, Child Action estimated that about 30 percent of the licensed child care spaces in West Sacramento were used by non-West Sacramento residents. Child Action will also refer parents seeking child care in downtown Sacramento to West Sacramento child care facilities if there is no available space downtown. Based on surveys with child care centers, however, only one center reported a substantial number of non-West Sacramento residents. Green Acre Day Care reported about half of the children enrolled did not live in West Sacramento (i.e., about 20 were non-residents). Other centers reported only a few non-West Sacramento residents.

Therefore, it appears that demand for child care by non-resident employees is largely unmet. As of 1988, no employers in West Sacramento offered on-site child care. Based on usage levels of on-site child care facilities in State buildings, the number of children which will use on-site child care is estimated to equal about four percent of the number of employees. These are usually infants and preschool children, because school age care is better located near the child's school or home.

The Chapter IV, Economic Conditions and Fiscal Considerations estimates that there were 11,750 non-resident employees in West Sacramento in 1988. Assuming that non-resident employees would use on-site child care (for infants and preschool children) if it were available, at a demand level equal to four percent of employees, there is an unmet demand for about 470 children created by non-resident employees.

There does not appear to be much use of child care facilities outside West Sacramento by West Sacramento residents. In 1984, Child Action estimated that only one percent of Sacramento's child care space was used by non-Sacramento County residents. Therefore, for the purposes of this analysis it was assumed that all West Sacramento residents requiring licensed child care would use West Sacramento facilities.

According to Table XI-3, West Sacramento has an existing demand for licensed child care of 2,332. This creates an unmet demand of 1,920; 629 for children five years and under and 1,291 for school age children. It should be noted that most of the unmet demand for children under age five is attributable to non-resident employees. In addition, the demand for school-age is somewhat overstated because children over age 11 generally do not require child care. However, recreation and other youth programs for this age group can serve to reduce the potential for juvenile crime and mischief.

TABLE XI-3
CHILD CARE DEMAND
West Sacramento
1988

	0-5 Yrs	5-14 Yrs	Total
Number of children	1,881 ^b	3,819 ^a	5,700
Estimated percentage of mothers in labor force ^c	46%	66%	
Estimated number of children with mothers in labor force	865	2,520	3,385
55% needing care outside the home ^d	476	1,386	1,862
Demand from non-resident employees ^e	<u>470</u>	<u>-</u>	<u>470</u>
Total demand	946	1,386	2,332
Licensed child care supply ^f	317	95	412
Existing unmet need	629	1,291	1,920

^aTotal number of children enrolled in grades K-8 in public and private schools in West Sacramento in the 1987-88 school year

^bBased on ratio of children aged five years and younger to total child population (14 years and under) from 1980 Census

^cWho Needs Child Care and Why? Demand and Demographics, Child Action, 1985.

^dEstimate from California Assembly Office of Research

^eBased on estimate of number of non-resident employees from Chapter IV and assumes on-site child care demand equal to 4% of total employees; infants and preschool children only

^fEstimates from Child Action, October 1988

The Washington Unified School District conducted a child care survey in 1985. The survey results provides a more qualitative discussion of the kinds of child care that parents desire.

The district distributed survey forms in mid-1985 to parents of children in kindergarten through ninth grade students in district elementary and junior high schools, the two parochial schools, and Washington Children's Center students. Approximately 2,500 forms were distributed; 1,711 were

returned, 91 of these were blank because the parents had already completed forms on another child.

Table XI-4 summarizes the survey results. According to Table XI-4, 35 percent of those requiring child care services required full-time (all day) care, 25 percent needed before-school care, 60 percent needed after-school care, 24 percent needed care during the summer only, 6 percent needed late night child care, and another 6 percent needed care on some other time basis.

The type of child care used by the respondents most frequently was through relatives or friends (76 percent). Other informal child care strategies included paid babysitters (57 percent) and after-school classes (2 percent). Thirty-seven percent of children under 14 came home to an empty house. Children were cared for in formal arrangements in child care centers (17 percent) and child care homes (8 percent). About half the respondents indicated that they were dissatisfied with their present child care arrangements.

Because the survey was distributed primarily to parents of school age students, it was weighted towards that group. Nearly four-fifths of the children in the surveyed families were school-age, 13 percent were preschool age (2 to 5 years), and 8 percent were infants.

The information on family annual income illustrates the affordability problem for many families in West Sacramento. Over half of the respondents reported annual incomes of \$15,000 and under.

One of the most obvious needs is for subsidized child care. The state is currently meeting less than 7 percent of low-income family needs for full-time subsidized child care. Alternative Payment Plan, a private organization that dispenses state-subsidized funds in Sacramento and Yolo Counties, does not keep statistics about which areas have the highest need for subsidized care. There are currently 210 families with a total of 375 children in Sacramento and Yolo Counties receiving subsidized care through the Alternative Payment program. The waiting list has about 1,300 families who qualify to have their children enrolled in subsidized care. In 1988, Alternative Payment Plan spent about \$3,700 a year per child enrolled in day care.

TABLE XI-4

**WEST SACRAMENTO CHILD CARE
SURVEY RESULTS**

	Number	Percent ^a
Do you need child care?		
No ^b	973	60%
Yes	648	40%

The following responses and percentages refer only to the 648 who responded that they were in need of child care.

Need child care because:		
Working	502	77%
Attending school ^c	67	10%
Disabled	8	1%
Other	91	14%

Type of child care needed:		
Full-time all day	229	35%
Before school	161	25%
After school	387	60%
Summer only	158	24%
Late night	39	6%
Other	42	6%

Child care categories:		
Paid babysitter	368	57%
Relative/friend	494	76%
Children under 14 home alone	241	37%
Family day care home	49	8%
Child care center	108	17%
After school classes (Recreation)	12	2%
Other	31	5%

Weekly fees paid for child care:		
\$0 to \$10	227	35%
\$10 to \$20	106	16%
\$25 to \$50	205	32%
\$50 to \$75	57	9%
\$75 to \$100	15	2%
\$100+	7	1%

^aNumbers from each question do not always sum 100% because parents may be answering for more than one child

^bSome responses were already using child care

^c23 indicated that they were both working and attending school

TABLE XI-4 (Continued)

WEST SACRAMENTO CHILD CARE
SURVEY RESULTS

Satisfied with present child care services:

Yes	330	51%
No	318	49%

Number of children by age group:

Infant (under 2 years)	105	8%
Preschool (2 to 5, pre-kindergarten)	184	13%
School-age		
Kindergarten	194	14%
Grades 1 to 3	472	34%
Grades 4 to 6	325	23%
Grades 7 to 9	<u>103</u>	<u>7%</u>
Total School-age	1,094	79%

Ethnic category:

American Indian/Alaskan Native	37	5%
Asian or Pacific Islander	32	5%
Filipino	10	2%
Black ^d	28	4%
White ^d	386	56%
Hispanic	191	28%

Family annual income:

\$5,000-\$10,000	199	32%
\$10,000-\$15,000	139	22%
\$15,000-\$20,000	83	13%
\$20,000-\$25,000	60	10%
\$25,000+	145	23%

^dNon-Hispanic

Source: Washington Unified School District Child Care Survey, compiled by the Child Care Task Force of the East Yolo Human Services League, 1985.

Another way to assess demand for child care is through the number of requests for child care referrals by parents in West Sacramento. Child Action refers parents seeking child care to available facilities. Table XI-5 lists the number and type of referrals in the 1987 calendar year and through the first ten months of 1988. Referral requests are helpful in indicating the relative demand for the various categories of child care and trends in demand. Because parents also seek child care through other sources, such as the telephone book, newspaper advertisements, word of mouth, and other methods, referral requests do not indicate total demand.

The number of referrals through Child Action shows an increase in demand for the first ten months of 1988 over all of 1987. The largest increase is in school age children and, consequently, in extended day programs. There is also a notable increase in the number of requests for parents who are eligible for help (low-income families) and the number of single parents.

TABLE XI-5
CHILD CARE REFERRAL REQUESTS
West Sacramento

Referrals	1987	1988 (Jan-Oct)
Total calls	262	331
0-2 years	168	178
3-5 years	140	136
6-14 years	99	191
Full time	218	240
Part time	85	91
Extended day	52	134
Eligible for assistance	85	136
Single parent	110	178

Source: Child Action, 1988

CHILD CARE LICENSING AND REGULATION

State law mandates that specific types of child care facilities be licensed according to established standards, and provides a framework for local regulation of child care facilities. This section describes the State licensing procedures, the alternatives for local governments, and provides examples of regulations and procedures which other local governments have implemented.

Family Day Care Homes

Family day care homes in West Sacramento are licensed by the Yolo County Department of Social Services, as authorized by the State. Applicants attend an orientation meeting and submit an application to the County Welfare Department. The home must then undergo a fire inspection by the West Sacramento Fire Department and a home visit by a County licensing worker. Follow-

up visits are made by the licensing agent if complaints are made and when licenses are renewed. Licenses are valid for three years. The law also authorizes County workers to visit 10 percent of family day care homes on an unannounced random basis. Under the Governor's 1990-91 proposed State budget, funding for renewal visits and the 10 percent random visits will be eliminated.

Any alterations to the home require a building permit from the City.

State law (*California Health and Safety Code* §1597.45) mandates that family day care homes be regulated by local governments as follows:

Small Family Day Care Home: the use of a single family residence as a small family day care home (one to six children) is considered a residential use of property for purposes of local ordinances. This means that for small family day care homes, no city or county may require any form of conditional use permit or local restriction limiting or prohibiting small family day care homes. Additionally, the law provides that no local jurisdiction may impose a business license, fee, or tax for the privilege of operating a small family day care home.

Large Family Day Care Home: a city or county cannot prohibit large family day care homes on lots zoned for single family dwellings but must treat them in one of the following ways:

1. Classify the homes as a permitted use of residential property for zoning purposes. This means large family day care homes are to be treated the same as small family day care homes and no conditional use permit is required. This is the treatment currently used by West Sacramento and Yolo County. Many other jurisdictions have also taken this course, including Sacramento, San Francisco, and Oakland.
2. Grant a non-discretionary permit to use the property as a large family day care home. Under this option, a permit would be required in order for a person to use his/her property for a large family day care home. The ordinance can use reasonable standards for spacing and concentration, traffic control, parking, and noise control. A non-discretionary permit would be granted upon demonstration that the applicant has complied with the local requirements and obtained a fire clearance as required by State law. No public hearing would be required.
3. Municipalities can require a large family day care home to apply for a conditional use permit. Unlike other conditional use permit processes, State law requires that notice must be given to property owners within a 100-foot radius (rather than 300) and that no hearing is required if not requested by the applicant or other affected person. The costs of conditional use permits and the possibility for public hearing, however, can inhibit the development of large family day care homes or can lead to the illegal operation of large homes without local or state approval.

Under a State pilot program designed to reduce the number of latchkey children, family day care homes in two counties in California (Placer and Ventura) are permitted to take in two children over regular capacity. The extra children are permitted on the condition that at least two of the children in the day care home are six years of age or older. This program is intended to run through July 1992, at which time it will be evaluated for statewide application.

Day Care Centers

Day care centers in West Sacramento are licensed by the California Department of Social Services, out of the Community Care Licensing Office in Sacramento. Applicants must attend an orientation meeting and submit an application to the State, undergo a fingerprint clearance for all adults in the home, and a fire inspection by the West Sacramento Fire Department. Under State licensing requirements, day care centers have specific indoor and outdoor square footage requirements, bathroom and fencing requirements, training and education requirements for staff, and specific teacher/child ratios. The licensing agent visits each center initially and follow-up visits are made annually or if complaints are made. Licenses are valid for three years. Appendix D to this report summarizes State licensing standards and regulations for day care centers, including physical space requirements, staff/child ratios, and staff education requirements.

Unlike family day care homes, day care centers are subject to local regulation at the discretion of the local government, as long as they do not conflict with State licensing requirements. The manner in which day care centers are treated in local zoning ordinances is subject to extreme variations. Many zoning ordinances do not specifically address day care facilities, making it unclear whether they should be treated as businesses or schools. In some communities, day care centers will be prohibited in residential zones and allowed in commercial zones, while in other communities the reverse is the case.

Other codes treat day care centers as community facilities, and allow them to locate in any zoning district as long as a need is demonstrated, licensing requirements are met, and children are not threatened by any physical hazard.

To maximize the potential for development of child care facilities where they are needed, zoning codes can encourage day care facilities through clear and broad definitions, allowing for day care facilities in most or all zoning districts, and flexible standards.

Day care centers, especially those located in residential neighborhoods, are frequently subject to special or conditional requirements for traffic, parking, spacing, noise, general safety, operational and space requirements, and signs and aesthetics.

West Sacramento's Regulations and Permit Requirements

By state law (*California Health and Safety Code* §1597.45-6), small family day care homes (six children or less) are considered a residential use and must be permitted in all residential zones and exempted from all business license fees or taxes. Large family day care homes (seven to twelve children) cannot be prohibited, but may be subject to business licensing and use permits, depending on local ordinance. West Sacramento allows both large and small family day care homes as permitted uses in all residential zones.

West Sacramento is operating under the Yolo County *Zoning Ordinance* until it adopts a new zoning ordinance to implement the new General Plan.

The *Zoning Ordinance* defines child care facilities under Chapter 2, Article 1, Sections 8-2.243 (b) and (c). "Family day care home" is defined as a private residence, licensed pursuant to the regulations of the Department of Social Services, serving a maximum of six children and no more than three of the children may be infants, or four infants only. When an assistant caregiver is present, care may be provided for a maximum of 12 children and no more than four of the

children may be infants, including the family day care provider's own children under 12 years who are in the home during the hours child care is provided.

"Nursery school and day care center" is defined as a facility, other than a child care provider's own residence, licensed pursuant to the regulations of the Department of Social Services. This type of care is partial and/or full day care for children of all ages.

Under Chapter 2, Article 24, Section 8-2402 (g), family day care homes licensed pursuant to the regulations of the Department of Health of the State may be permitted in the Agricultural General (A-1) Zone and in residential (R) Zones provided the residences used therefore have enclosed play areas and maintain no play equipment in the front yard setback area.

Child care centers are permitted as a principal use in the Apartment-Professional (R-4) Zone. Child care centers are a conditional use in the Agriculture General (A-1) Zone and all residential Zones, the Neighborhood Commercial (C-1) Zone, and Community Commercial (C-2) Zone.

Child care facilities are not permitted in the General Commercial (C-3) Zone, Highway Service Commercial (C-H) Zone, Limited Industrial (M-L) Zone, Public Open Space (POS) Zone, Open Space (OS) Zone, and Airport Zone (AV).

On-site child care facilities to serve children of employees may be considered as accessory uses in the Light Industrial (M-1) and Heavy Industrial (M-2) Zones.

In the Park and Recreation (PR) Zoning District, the City will conditionally approve other uses which, in the judgment of the Parks and Recreation Commission, will be consistent with the purpose of this article and will not impair the present or potential use of adjacent properties

Child care facilities may also be included within Planned Developments (PDs) and specific plans within the Waterfront (WF) Zone.

Family day care homes do not require use permits or business licenses. Child care centers require conditional use permits in some zoning districts, as specified above. Conditional use permits must be approved or denied by the City Planning Commission in a public hearing. Rulings are subject to appeal before the City Council. The City charges \$175 for processing a conditional use permit application. Child care centers must also pay \$20 for a City business license. Non-profit businesses with no paid employees are exempt from the \$20 fee.

Building permits from the City are required to construct child care centers or to modify existing buildings or homes.

FEDERAL AND STATE PROGRAMS

Child care has been addressed by state and federal programs since World War II. During the war, women entered the workforce while the men were overseas, and their children were cared for in federally-sponsored day care centers. In 1943, the California Department of Education began to administer child care programs with federal support. In 1945, when this support ended, the State took over the funding.

Federal Child Care Programs

In California, there are four principal federal programs which subsidize child care. Many of these programs are not available in West Sacramento.

- The **Head Start** program serves approximately 34,000 children in California, providing child care and educational services to pre-kindergarten children from low-income families. The federal government also provides the state with over two million dollars to help fund migrant child care and development.
- The **Child Care Food Program** funded by U.S. Department of Agriculture and supplemented by state funds provides cash payments or food and commodities to child care providers and offers technical assistance and information on operating food service programs. Many child care facilities in West Sacramento receive funds through this program.
- Under the **Job-Training Partnership Act (JTPA)**, up to 15 percent of federal JTPA funds granted to a local Private Industry Council (PIC) for job training may be used for supportive services, including child care. The California Department of Education matches the PIC expenditures for child care with Title XX funds. Each PIC appoints a local child care agency to administer child care funds and refers JTPA recipients to child care services.
- The **Foster Grandparents Program** pairs low-income people over age 60 with children with exceptional or special needs. Any non-profit organization can apply for a program grant, but must be able to contribute funds equal to 10 percent of the total grant. Of the total grant, 10 percent can be used for administration, the remainder must be used to provide direct services to seniors including wages of \$2.20 per hour, meals, transportation, paid vacation, senior recognition, and other related services. The program is primarily funded through federal endowments, the state also contributes.

In addition, the U.S. Department of Housing and Urban Development (HUD) allocates federal Community Development Block Grants (CDBGs) for child care services.

State Child Care Programs

The State supports a variety of child care programs, administered primarily through the California Department of Education, Child Development Division. The Department of Education administers State funds allocated to child care programs and contracts with local governments and private agencies to provide child care services for low-income families and children needing protective services. The Department also regulates and monitors subsidized programs.

Child care can be provided or subsidized through a number of programs. For a family to qualify for subsidized child care, at least one of three conditions must prevail: 1) the family must receive public assistance; 2) the family must have an income at or below 84 percent of the state median;

or 3) the family must have a need for protective services for abused or neglected children. Each family in subsidized care is assessed fees on a sliding scale unless the child is enrolled because of abuse or neglect or the family's per capita income is less than half of the state's median.

In the late 1960s and early 1970s, California's child care programs were expanded. Currently, components of the State's programs include:

- **The State Preschool Program** provides half-day pre-kindergarten enrichment programs to children of low income families. This program was modelled after the federal Head Start program. The program provides education rather than child care alone, involves the parents in policy decisions, and is provided free of charge to eligible families.
- **General Child Care**, provided through State-subsidized centers operated by public agencies, private agencies, centers, and county welfare programs.
- **Migrant Child Development Programs** serve children of migrant workers in agriculture and fishing.
- **Alternative Payment (AP) Program** allocates payments to child care providers chosen by parent. Parents choose any child care provider and AP funds are paid directly to that provider.
- **Campus Child Development Centers** to serve student parents.
- **Special Programs for the Severely Handicapped** which serve disabled children who cannot be accommodated in other programs.
- **School-age Parenting and Infant Development** to provide high school parents child development education and child care for infants.
- **Pregnant Minors** is a parenting program for high school students.
- **Respite Care** provides short-term care to children needing protective services.
- **State Preschool Care Incentive Grants**, which provide educational grants to state preschool staff.
- The State's **Resource and Referral Program** uses state funding to: 1) assess local needs; 2) assist individuals and public and private agencies in starting child care programs; 3) encourage local growth in child care programs by recruiting new providers; 4) assist individuals in obtaining child care licenses; and 5) assist parents in finding appropriate child care, in all income categories.

Resource and referral agencies serve nearly every county in the state. Locally, Child Action, Inc. serves the greater Sacramento area, including West Sacramento. The California Child Care Resource and Referral Network is a non-profit corporation supported by member dues, newsletter subscriptions, and grants from foundation and government agencies. The Network serves as a support and communications network to resource and referral programs, provides technical assistance to resource and referral programs to establish referral and resource services and to document community needs, researches child care policy issues and assesses child care need in California communities, and publishes a newsletter.

- Under the **Latch Key Program**, public agencies (e.g., school districts, cities) may apply for funds from the California Department of Education to establish extended-day child care services.
- **Multi-family housing bonds** are tax exempt bonds issued by cities or counties to build multi-family complexes with the requirement that for 15 years after the completion of the complex, 20 percent of the units must be rented to low-income people at reduced rates. Of the total dollar amount of bonds sold, 95 percent must be used for the construction of the complex. The remaining five percent usually pays for selling the bonds but may be used to construct a child care facility.

Federal and State Tax Credits

The greatest federal contribution to child care is through tax credits. The federal "Dependent Child Care Tax Credit" allows working parents to claim a percentage of their child care expenses (on a sliding scale up to 30 percent) as a credit against their tax bill. The State of California provides a child care tax credit similar to the federal tax credit.

IRS Code 125 is a "flexible benefit" or "cafeteria plan" that allow employees to select the most desired benefits from a "menu" of options. A flexible benefit plan enhances an employee's benefits options. Flexible benefit plans are especially advantageous to two-income families.

IRS Code 129 allows employers to provide Dependent Care Assistant Plans (DCAPs). DCAPs must be formally established by each employer and meet Internal Revenue Service requirements. They may be offered separately or as part of a flexible benefits plan. DCAPs permit employees to designate a portion of their salary, in the form of pretax dollars, to be paid out for child care services. The employer may provide on-site child care, may contract with a third party to provide care, or may reimburse employees for child care expenses. Married employees are eligible for these benefits only if their spouse is employed, a full-time student, or disabled. The amount excluded from employee income is limited by IRS code provisions.

The federal Family Care Support Act of 1988, signed into law in late 1988, curtails the chance for families to claim both the dependent care tax credit and the tax exclusion for DCAPs and flexible benefits. This may reduce the attractiveness of these options for employers and employees.

Child care tax credits are some help to moderate-income families who do not qualify for other types of assistance. It does little to help low-income families, however, who do not have that level of tax liability.

FINDINGS

- In West Sacramento and statewide, there is an unprecedented and growing demand for child care created by a combination of factors -- demographic, economic, social, and political. While the supply of child care has increased over the last decade, it has generally not met the growing demand, especially for some types of child care.
- Recent state and federal welfare reform measures will affect the demand for child care services because they require welfare recipients, with some exemptions, to participate in training and job search programs. Parents with children age six or over (state program) or three or over (federal program) must participate, with the program paying child care costs. As of December 1988, 72 participants in West Sacramento received child care benefits. If this number doubles when the federal reform takes effect, this would increase demand by another 70 children.
- Low salaries and benefits for child care workers limits both the supply and the quality of care available. As of December 1988, in West Sacramento child care centers teachers made an average of \$5.50 to \$6.50 an hour and aides \$4.00 to \$5.00.
- According to Child Action's October 1988 survey, West Sacramento had spaces in operating licensed child care facilities for a total of 412 children in child care centers and family day care homes: 87 spaces for infants, 230 for preschool-age, and 95 for school-age children. About half the licensed full-time care capacity was in centers and half in family day care homes. Of the 60 licensed child care providers in West Sacramento, about two-thirds were still active and providing child care. Eight of these were centers, six were large family day care homes, and twenty-nine were small family day care homes.
- The greatest child care shortages in West Sacramento are in subsidized care and after-school care.
- There are two programs that provide full-time subsidized child care in West Sacramento. The Washington Unified School District operates a state-funded General Child Care program and the Broderick Christian Center provides subsidized child care for low-income, at-risk children, and parents in training programs, either through GAIN or other county programs. Both programs are fully enrolled and have waiting lists equivalent to 30 to 40 percent of their total capacity.
- Although there were openings for non-subsidized child care in West Sacramento, according to Child Action's October 1988 survey, this does not necessarily indicate that child care needs are being met in West Sacramento. The available spaces may not be affordable to many families, may not be located where families need care, or parents may have concern about the quality of the care. A 1985 survey performed by the Washington Unified School District indicated that half of the families surveyed were not satisfied with their child care arrangements.
- Under the *Zoning Ordinance*, family day care homes are permitted in the Agricultural General (A-1) Zone and in residential (R) Zones provided the residences used therefore have enclosed play areas and maintain no play equipment in the front yard setback area. Child care centers are permitted as a principal use in the Apartment-Professional (R-4) Zone. Child care centers are a conditional use in the Agriculture General (A-1) Zone and all residential Zones, the Neighborhood Commercial (C-1) Zone, and Community Commercial (C-2) Zone.

- Family day care homes in West Sacramento do not require use permits or business licenses. Child care centers require conditional use permits in some zoning districts.

PERSONS CONSULTED

Castanon, Marie, Child Care Director, Broderick Christian Center, West Sacramento

Cohen, Abby, Managing Attorney, Child Care Law Center

Craig, Renee, Deputy Director, GAIN, Yolo County Department of Social Services

Davis, Cynthia, Assistant Director, Green Acre Day Care, West Sacramento

Fox, Lynn, Family Day Care Licensing, Yolo County Department of Social Services

Gibson, Harry, Community Development Department, City of West Sacramento

McHale, Janet, Resource Specialist, Child Action

Lane, Fern, Child Care Administrator, Human Services Department, City of Fremont

Langtry, Linda, Principal, Bryte Elementary School, Washington Unified School District

Noble, Nancy, Child Care Coordinator, City of Irvine

Pine, Jojo, Director, Pine Preschool, West Sacramento

Roberts, Steve, Director, West Sacramento Chamber of Commerce

Stromgren, Donita, Child Care Coordinator, City of Davis

Swaback, Jacquie, Child Care Coordinator, Department of Parks and Community Services, City of Sacramento

Thomas, Dixie, Resource Specialist, Child Action, Inc., Sacramento

Warthan, Betty, Director, Storybook Cottage, West Sacramento

Ad Hoc Child Care Subcommittee of the Human Services Commission

Alfredette Bakotich
Carolyn Castillo
Cindy Fourness
Christie Kaiser
Sandy Kinney
Linda Langtry
Janet McHale
Joan Parker
Thelma Rogers

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GLOSSARY

Child care: any care provided to children on a planned, regular basis during the part of the day that children are not with their parents or in school. (Also *day care*).

Child day care facility: as defined by *California Health and Safety Code* Section 1596.750, any facility which provides nonmedical care to children under 18 years of age in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual on less than a 24-hour basis. See family day care home and day care center.

Day care center: as defined by *California Health and Safety Code* Section 1596.76, any child day care facility, other than a family day care home, and includes infant centers, preschools, nursery schools, and extended-day (school-age) care facilities. (Also *child care center*). Centers are licensed by the State unless specifically exempt from licensure, such as park and recreational programs or parent cooperatives. Day care centers may be operated by public agencies (e.g., school districts, cities), by nonprofit organizations, or as for-profit businesses.

Family day care home: as defined under *California Health and Safety Code* Section 1596.78, is a home which regularly provides care, protection, and supervision of 12 or fewer children, in the provider's own home, for periods of less than 24 hours per day, while the parents or guardians are away. See large and small family day care home.

GAIN: Acronym for the State's Greater Avenues for Independence program, a welfare reform act which requires recipients of Aid to Families with Dependent Children (AFDC) funds to participate in job training and search programs. GAIN requires mothers with children age six and over to participate and pays for participants' child care costs during training and job search.

Infant: a child age two years or younger.

Large family day care home: a home which provides family day care to 7 to 12 children, inclusive, including children under the age of 10 years who reside at the home.

Preschool: a child aged two to five years or day care facility for a child two to five years of age.

Small family day home: a home which provides family day care to six or fewer children, including children under the age of 10 years who reside at the home.

School age: a child aged six or older or day care facility for a child aged six or older

APPENDICES

APPENDIX A

COMMUNITY CONCERNS SUMMARY REPORT

INTRODUCTION

This report summarizes the results of an intensive three-pronged effort to identify community concerns about growth and development in the City of West Sacramento as the basis, in part, for data collection and policy development in connection with the West Sacramento General Plan.

Between January and April 1988, the Consultant Team, headed by J. Laurence Mintier & Associates, conducted a series of informal interviews with City officials including the five City Council members, seven Planning Commissioners, and City department heads. Several community groups were also interviewed.

The Consultants also conducted a townhall meeting on January 27, 1988, at River City High School. The meeting was attended by approximately 40 residents of West Sacramento.

In addition to the interviews and townhall meeting, the City solicited comments from residents on their concerns by distributing a Community Response Form. This form was sent to a random sample of 1,000 West Sacramento property owners, published in the *East Yolo News Ledger* and the *West Sacramento Sentinel*, made available at City offices, and distributed at the townhall meeting. By February 5, the City received 193 completed forms.

All three efforts generally sought residents' responses to three questions: 1) what are the positive qualities or assets of West Sacramento; 2) what are the problems with West Sacramento; and 3) what issues should be addressed in the General Plan. There was obvious overlap in responses to the questions.

This report summarizes responses to these three general questions from the interviews, the townhall meeting, and the Community Response Forms. This summary does not purport to be a scientific opinion survey, such a survey not being necessary for the purposes of general issue identification. Rather, it records the Consultants' impressions of residents' perceptions of and concerns about West Sacramento. No attempt has been made in this summary to edit out contradictory comments or critical comments or to make the comments fit preconceived notions about the problems or opportunities facing West Sacramento.

POSITIVE QUALITIES AND ASSETS

The Community Response Form asked residents to list the three most important assets or qualities of West Sacramento which should be preserved. The same question was asked during the individual interview and at the townhall meeting. Two qualities stand out as the most important to West Sacramento residents: the small-town, rural atmosphere and the riverfront.

Small-Town Rural Atmosphere

Most West Sacramento residents clearly like living in a small town, particularly the social and cultural qualities that are often associated with small town living. Many mentioned the distinctive neighborhoods and their cohesiveness, the generations of families that raise families in West Sacramento, the city's slow-paced lifestyle, and the personal service from local business people.

Riverfront

The other asset most frequently mentioned is the Sacramento River and its riverfront. Residents felt that the river was an asset aesthetically, as a recreational resource, and as a lure for quality development.

Many residents expressed the importance of public access to the river and emphasized the need for quality riverfront development. Proposed riverfront developments, namely the Lighthouse Marina and the Raley's Project, were frequently mentioned as promising prospects.

Five other qualities were mentioned frequently but less often than the first two: the Port of Sacramento, agricultural land/open space, elements of the natural environment, the police department, and West Sacramento's location.

Port of Sacramento

Many residents described the Port as the city's most important feature. Positive attributes of the Port given by residents are that the Port makes the city a transportation and shipping hub, provides access to international trade, and is the cornerstone of the city's industrial development and economic base.

Agricultural Land/Open Space

The agricultural land and open space in the southern part of the city was mentioned by many residents as an important asset, and respondents expressed concern over maintaining both the city's agriculture and the aesthetics of the green belt as a buffer.

Natural Environment

Several elements of West Sacramento's natural environment were mentioned as positive qualities, most often the trees and tree-lined streets. Lake Washington, the natural habitat along the river, wildlife, and clean air were also mentioned as features to be preserved.

Police

West Sacramento's Police Department is the newest City-operated service, replacing the Yolo County Sheriffs, and many residents described law enforcement in the city as greatly improved and a significant asset to city living. Police officers were described as friendly and helpful.

Location

West Sacramento's location was often mentioned as an important asset. While maintaining its small town qualities, West Sacramento is just across the river from downtown Sacramento and Old Sacramento, and is an easy drive to Bay Area cities to the west and the mountains to the east.

Other Qualities and Assets

Other qualities and assets mentioned at least one time by residents include the following:

- Potential for growth
- Parks
- Old homes and buildings
- Southport development
- Low traffic
- Lawns and gardens
- Mobilehomes for senior citizens
- Affordable housing
- Good freeway access
- "I" Street Bridge
- Bus transportation
- Cooler than downtown Sacramento
- Ethnic diversity
- Fire Department
- Library
- Schools
- Historic landmarks
- Low taxes
- Low cost of living
- No rent control
- Chamber of Commerce activities
- Trucking industry
- Accessibility to city officials
- Local government
- Golf course
- Salud Clinic
- Spirit of new city
- Business
- Fishing
- Citizen input
- Ability of city to attract lucrative businesses
- Redevelopment process
- Proximity to colleges and universities
- Good City administrative staff
- Unlimited, reasonably-priced land
- Good plans for water and sewer systems
- Stability of population
- Absence of rigid social/economic stratification
- Positive attitude
- Good tax base

PROBLEMS

The Community Response Form asked residents to list the major growth problems facing the City of West Sacramento. Similarly, those attending the townhall meeting and those individuals and groups interviewed were asked to identify major problems in West Sacramento. The problems most often mentioned included the city's negative image, the blighted, run-down areas, public services, circulation and traffic, development patterns, growth and planning issues, and crime.

Negative Image

Topping the list of complaints about West Sacramento was its negative image. The city has a reputation as an area of adult motels, porno shops, prostitutes, drug dealers, and generally unattractive businesses. Residents felt that the City's negative image overshadowed the city's positive qualities, and would inhibit quality development and tourism, despite the city's attractive location. As part of the problem, some residents felt that West Sacramento did not receive adequate positive Sacramento media coverage.

Blighted, Run-Down Areas

Residents were concerned with cleaning up areas of the city which are run-down, with abandoned and dilapidated buildings and homes, litter and junk on lots and yards, and little or no property maintenance.

The specific area most frequently mentioned was West Capitol Avenue and downtown Broderick. Most residents strongly support the development of a central business district downtown. Residents were also concerned with run-down housing and apartment complexes, mobilehome parks, and litter and old cars in yards.

Other specific areas which residents recommended for cleanup were the My-Mart corner, entrances to West Sacramento from "T" Street and the Tower Bridge, and the shacks and shanties in Broderick. Many specific streets and blocks were mentioned as needing cleanup.

Public Services

A number of publicly-provided services were listed as problems. Water quality was very frequently mentioned, along with summertime water pressure and overall water rates. Several residents complained about the City's sewage system and its capacity. The septic tanks in Arlington Oaks were mentioned as a specific problem area. Some residents specifically mentioned roads and sewers to Southport as a critical problem.

Drainage was registered as a concern, exacerbated by the fragmented jurisdiction over drainage facilities within the city. Flood protection was also described as a problem.

West Sacramento's schools were also considered problematic by many residents, with specific concerns with overcrowded classrooms, the quality of education, and the dropout rate. Many felt the city did not have adequate parkland, and felt the community needed a large regional park.

Other public services portrayed as problems included street and sidewalk maintenance and repair, public transportation, and police service.

Circulation and Traffic

Traffic and circulation was perceived both as a current problem in West Sacramento and a significant problem for future growth. Specific traffic congestion areas mentioned most often included Jefferson Boulevard and Harbor Boulevard. Residents also considered many local streets too narrow.

Circulation limitations within and out of the city was most frequently mentioned. Given the physical barriers constraining West Sacramento--the Sacramento River, the ship channel, and the railroads--there are a limited number of crossings. Access in and out of the Southport area was often cited as a problem. There was an overall perception of the need for more bridges and above grade crossings.

Many residents were troubled about truck traffic and parking. A significant number of trucks are based in West Sacramento and service the industrial and warehousing areas of the city, creating hazards and nuisance for residents and causing damage to streets.

Development Patterns

Many residents had complaints about existing and proposed development patterns and trends. Residents often cited problems related to commercial and industrial development within the city. The hodge-podge development of industrial, commercial, and residential development without delineation was described as a problem by many. Others said simply that commercial and industrial

uses were too close to homes. Some residents said there was too much commercial and industrial development, period; others said there was too much industrial development close to the river.

Some residents complained that there was too much development planned in the Southport area, and that there was an overemphasis of Southport development over other areas. Some felt that there was too much high-priced housing being developed, while others felt there should be more high-priced housing and less lower-priced housing.

Growth and Planning Issues

A number of residents expressed concerns relating to growth and planning. Many complained about the historic lack of planning. Some said that development was occurring too fast, that the city was experiencing unrestricted, unplanned growth, and losing its small-town atmosphere. Others cited lack of growth and over-restrictive growth policy as a problem.

Other planning and growth issues mentioned include: growth pressure in the planning process, unplanned growth outside the city limits, lack of speed in the planning process, and inadequate building codes and regulations.

Crime

West Sacramento residents often cited crime as a problem in the city, particularly prostitution, drug dealing, and vagrants. These types of illegal activities were described most often along West Capitol Avenue, associated with the kinds of businesses in the area, including the motels and porno shops. Drugs were also mentioned as a problem in the schools.

Miscellaneous Problems

Outside these broad categories of concerns, residents mentioned a host of other problems with West Sacramento, including:

- Parking
- Inadequate off-street parking
- Inadequate care for the elderly
- Electrical service
- Air pollution
- Lack of community center
- Too many gas stations and fast food restaurants on Sacramento Avenue
- Noise from industrial areas
- Noise from railroads
- Dirt and dust from industrial areas
- Businesses in temporary and outdoor locations
- Unemployment
- Outsiders come for "freebies"
- Health Department
- Homeless
- Signs
- No sign ordinance
- Overhead utility lines/wires in older areas
- Lack of alley maintenance
- Open drainage ditch - River City High School to Stone Boulevard
- Inadequate rear yard access
- Too many incentives
- Name of city
- Incorporation
- Waste disposal
- No hospital
- Truck pollution
- Welfare recipients
- Getting too fancy
- No youth-oriented recreational programs
- No family entertainment
- Historic County neglect
- Lack of sidewalks
- Trucking industry
- Danger of toxic spills and emergencies
- Apathy
- Fire department has no reserve for capital replacement (e.g., fire engines)
- Potential isolation of Southport in event of disaster
- Wrecking yards on West Capitol Avenue
- Very political community
- Lack of shopping opportunities
- Lack of restaurants
- Lack of balance between single- and multi-family housing development
- High concentration of disabled in low-income housing
- Inadequate solar access
- Overexpansion of some kinds of businesses
- Illegal businesses
- Illegal home mechanics operations
- Aircraft noise/electrical disturbance
- Architecture not harmonious

City Government

Of a different nature were complaints residents expressed about the management of the City. These included:

- Attitude of City officials that large-scale development is the only way to clean up the city.
- City staff is not from West Sacramento
- Conflict of interest/nepotism in City government
- Lack of foresight in funding projections
- Current leadership

- Developers have too much influence on City officials
- City Council moves too fast on development projects
- Too many City fathers
- City not yet independent of Woodland (County government)
- Need more honesty in city government
- Stop hiring consultants

ISSUES THAT SHOULD BE ADDRESSED IN THE GENERAL PLAN

Responses to the questions about West Sacramento's assets and problems clearly identify major issues to be addressed in the General Plan. This section summarizes other issues identified in the interviews, at the townhall meeting, or in the Community Response Forms that do not fit easily into either of the two preceding categories or are of a very specific nature.

General Issues

- Need a large major shopping mall
- Establish urban design guidelines
- Establish child care programs
- Closer coordination among police, fire, and recreation departments
- Establish truck routes
- Reduce case-by-case decision making
- Build "defensible space" into developments
- Establish cultural and performing arts programs
- Maintain adequate open space
- Construct recreational facilities
- Create better transportation between communities
- Establish riding and hiking trails
- Create more incentives for development and redevelopment
- More landscaping
- Encourage "high tech" development
- Centrally locate public facilities
- Establish parks close to people
- Do not change existing Southport Plan
- Ensure quality development in Southport
- Establish modest commercial development in Southport
- Keep Broderick and Bryte residential
- Establish good controls on apartment development
- Balance residential, commercial, and industrial development
- Establish buffer between residential and industrial land uses
- Establish appropriate locations for trucking terminals
- Need to fast track development projects
- Protect riparian habitat
- Preserve scenic areas from overdevelopment
- Maintain adequate land for mobilehome parks, particularly in downtown area
- Preserve West Sacramento's identity
- Establish better facilities and programs for the disabled
- Establish better protection for domestic animals
- Establish indoor sports facilities
- Establish recreational facilities
- Establish tennis courts
- Knit various communities together

Specific Recommendations

- Establish solar access standards for new subdivisions
- Remove tanks along South River Road and develop area with other uses
- Establish high-rise offices on West Capitol Avenue
- Extend Raley's concept down South River Road
- Establish newspaper with high ethical standards
- Establish longer bus service hours
- Build bridge to Southport before major development occurs
- Put a traffic light at Jefferson Boulevard at the Tower Bridge
- Protect the area's Russian heritage
- Build senior housing near downtown
- Prohibit any further commercial development east of Jefferson Boulevard
- Build bridge at Enterprise to Southport area
- Develop ranchettes in southern end of city
- Establish a golf course in Southport
- Get a baseball team
- Promote senior citizens' rates at health clubs
- Implement a curbside recycling program
- Establish a medical clinic
- Enforce leash laws
- Location of city hall and administrative offices should be more accessible
- Centrally-located civic center
- Consolidate fire department and recreation department
- Need group to promote business
- Establish truck stop
- Removing trucking terminals on West Capitol Avenue
- Prohibit truck parking near street corner

LIST OF THOSE INTERVIEWED

City Council Members

Mike McGowan, Mayor
Fidel Martinez, Vice Mayor
Raymond Jones
William G. Kristoff
Thelma Rogers

Planning Commissioners

Paul J. Carney
Jack J. Dunlap
Robert L. Eldridge
Rick Hart
Kevin D. Johnson
Charles H. Moore, Jr.
Marino Pierucci

City Staff

Gene Roh, City Manager
Larry Gossett, Director of Public Works
Ann Dewante, Director of Recreation
Barry Kalar, Chief of Police
Al Iannone, Fire Chief
Leigh Keicher, Director of Finance

Groups

Coalition for City Improvement
Southport Homeowners Organization
East Yolo Senior Club

APPENDIX B

SPECIAL STATE HOUSING REQUIREMENTS

In addition to requiring each city and county adopt a housing element, the California Legislature has enacted some very specific requirements to ensure that local regulatory procedures do not constrain housing development. The following summarizes these special housing mandates.

FINDINGS ON HOUSING LIMITS

Any city or county adopting or amending its general plan in a manner that limits the number of units that may be constructed on an annual basis must make specified findings concerning the efforts it has made to implement its housing element and the public health, safety, and welfare considerations that justify reducing the housing opportunities of the region (*California Government Code* § 65302.8 and § 65863.6).

HOUSING DISAPPROVALS AND REDUCTIONS

When a proposed housing development complies with applicable local policies and regulations in effect at the time the application is determined to be complete, the local agency may not disapprove the project or reduce its density unless it makes specified findings (*California Government Code* § 65589.5).

SOLAR ENERGY SYSTEMS

Cities and counties may not enact zoning provisions that effectively prohibit or unnecessarily restrict the use of solar energy systems, except for the protection of public health or safety. Allowable "reasonable restrictions" include those that do not significantly increase the cost of the solar system or significantly decrease its efficiency and those that allow for an alternative system or comparable cost and efficiency (*California Government Code* § 65850.5).

SECONDARY RESIDENTIAL UNITS

To encourage establishment of secondary units on existing developed lots cities and counties are required to either (1) adopt an ordinance based on standards set out in the law authorizing creation of second units in residentially zoned areas; or (2) where no ordinance has been adopted, allow second units by use permit if they meet standards set out in the law. Local governments are precluded from totally prohibiting second units in residentially zoned areas unless they make specific findings (*California Government Code* § 65852.2).

MOBILEHOMES IN SINGLE-FAMILY ZONES

Cities and counties shall allow the installation of mobilehomes on permanent foundations on lots zoned for conventional single-family dwellings. Cities and counties shall only subject mobilehomes to the same development standards that apply to single-family dwellings. Any architectural requirements, however, shall be limited to roof overhang, roofing material, and siding material and shall not exceed those which would be required of a single-family dwelling constructed on the same lot. Any area considered to be of special historical interest may be exempted from this provision (*California Government Code* § 65852.3).

MOBILEHOME PARKS--PERMITTED USES

A mobilehome park is deemed by state law to be a permitted use on all land general planned and zoned for residential use. However, cities and counties may regulate mobilehome parks by use permit (*California Government Code* § 65852.7).

MOBILEHOME PARK CONVERSIONS

Any subdivider filing a tentative or parcel map to be created from the conversion a mobilehome park to another use must prepare and file a report on the impact of the conversion on the displaced mobilehome park residents. The subdivider shall make a copy of the report available to each resident of the mobilehome park at least 15 days prior to the public hearing. The city or county with jurisdiction must consider the impact report at a public hearing and may require as a condition of approval of the conversion that the project sponsor mitigate the impacts of displacement. These provisions also apply when closure of a mobilehome park is the result of a decision by a local government entity or planning agency (*California Government Code* § 65863.7 and § 66427.4).

NOTIFICATION ON MOBILEHOME PARK CONVERSIONS

A city or county that has received an application for a mobilehome park conversion must notify the applicant at least 30 days prior to any hearing or action of state and local requirements for applicant notification or mobilehome owners and park residents concerning the proposed change. No action may be taken on the application until the applicant has satisfactorily verified that mobilehome owners and park residents have been properly notified (*California Government Code* § 65863.8).

LIMITATIONS ON DEVELOPMENT PERMIT FEES

Fees charged by local public agencies for zoning changes, variances, use permits, building inspections, building permits subdivision map processing, or other planning services may not exceed the estimated reasonable cost of providing the service for which the fee is charged. Fees may exceed this limit only with a two-thirds vote of the electorate (*California Government Code* § 54990 and § 65909.5).

RESIDENTIAL ZONING

Cities and counties must zone a sufficient amount of vacant land for residential use to maintain a balance with land zoned for non-residential use (e.g., commercial and industrial) and to meet the community's projected housing needs as identified in the housing element of the general plan (*California Government Code* § 65913.1).

RESIDENTIAL SUBDIVISION STANDARDS

Cities and counties may not impose standards for design and improvement for the purpose of making the development of housing for any and all economic segments of the community infeasible. Furthermore, it shall consider the effect of ordinances adopted and actions taken with respect to the housing needs of the region in which the local jurisdiction is situated (*California Government Code* § 65913.2).

COORDINATED PERMIT PROCESSING

Each city and county must designate a single administrative entity to coordinate the review and decision-making and provision of information regarding the status of all applications and permits for residential, commercial, and industrial developments (*California Government Code* § 65913.3).

DENSITY BONUSES

When a developer agrees to construct at least 20 percent of the total units in a housing development for lower income households, 10 percent of the total units for very low income households, or 50 percent of the total dwelling units for qualifying senior citizens, the city or county must either grant a density bonus and at least one other concession or incentive, or provide other incentives of equivalent financial value. The developer must agree to ensure continued affordability for all lower income units for 30 years (10 years under particular circumstances). The density bonus must increase by at least 25 percent the other maximum allowable density specified by the zoning ordinance and the land use element of the general plan. Each city or county must set up procedures for carrying out these provisions (*California Government Code* § 65913.4 and § 65915).

DENSITY BONUSES FOR CONDOMINIUM CONVERSIONS

When a developer proposing to convert apartments to condominiums agrees to provide at least 33 percent of the total units in the proposed condominium project for low or moderate income households, at least 15 percent of the total units for lower income households, the city or county must either grant a density bonus or provide other incentives of equivalent financial value. The density bonus must increase by at least 25 percent over the number of apartments to be provided within the existing structure proposed for conversion (*California Government Code* § 65915.5).

CEQA AND DENSITY REDUCTIONS

Cities and counties may deny or reduce the density set forth by the general plan for a housing project only as a mitigation measure for a specific adverse impact upon public health or safety pursuant to the California Environmental Quality Act and only when there is no other feasible mitigation that would achieve comparable density results (*California Public Resources Code* § 21085).

RESIDENTIAL ENERGY CONSERVATION

Cities and counties are required to adopt energy conservation standards for new residential dwellings (excluding apartment houses with four or more stories and hotels). This law went into effect June 15, 1983.

REDEVELOPMENT REPLACEMENT HOUSING

Every redevelopment plan must contain provisions that provide replacement housing on a "one-for-one" basis for low and moderate income persons displaced by redevelopment activity. (*California Health and Safety Code* § 33334.5).

TAX INCREMENT FUNDS FOR HOUSING

Redevelopment agencies must use at least 20 percent of tax increment revenues generated by a redevelopment project to increase and improve the community's supply of housing for persons of low and moderate income. Certain findings may be made by the agency to set aside less than 20

percent if no need exists for such housing, if less than 20 percent is required to meet the need, or if a substantial effort to meet the needs is being made (*California Health and Safety Code* § 33334.2).

COMMUNITY CARE FACILITIES

A residential facility which serves six or fewer persons shall be considered a residential use of property, and the residents and operators of the facility shall be considered a family. No conditional use permit, zoning variance, or other zoning clearance shall be required which is not required of a family dwelling of the same type in the same zone (*California Health and Safety Code* § 1566.3 and § 1567.1).

COMMUNITY CARE FACILITIES FOR THE ELDERLY

A residential facility for the elderly which serves six or fewer persons shall be considered a residential use of property, and the residents and operators of the facility shall be considered a family. No conditional use permit, zoning variance, or other zoning clearance shall be required which is not required of a family dwelling of the same type in the same zone (*California Health and Safety Code* § 1569.84).

HOMES FOR MENTALLY DISORDERED, HANDICAPPED PERSONS, OR DEPENDENT AND NEGLECTED CHILDREN

A state-authorized, certified, or licensed family care home, foster home, or group home serving six or fewer mentally disabled, or otherwise handicapped persons, or dependent and neglected children shall be considered a residential use of property. Such homes shall be a permitted use in all residential zones (*California Welfare and Institutions Code* § 5116).

APPENDIX C

AVAILABLE HOUSING PROGRAMS

INTRODUCTION

This appendix inventories regulatory and other program options and housing funding program options available to the City of West Sacramento as it implements City housing policies. Included are programs available through local, state, and federal agencies. This inventory of program options is based on information collected from various state and federal agencies and the *Blue Print for Bay Area Housing*, published by the Local Housing Element Assistance Project (LHEAP) in association with the Association of Bay Area Governments and the Bay Area Council.

INVENTORY OF REGULATORY AND OTHER PROGRAM OPTIONS

Communities may undertake many activities to promote the production of affordable housing that do not involve direct funding. These include regulatory and programmatic responses to offset the effects of tightening housing market conditions. State law requires cities and counties to adopt a number of regulatory measures to promote affordable housing, but many communities have gone beyond these state-mandated programs. Programmatic innovations complement regulatory reform and offer creative solutions to people who need more direct help than regulatory changes can provide. This chapter describes regulatory and other program options available to West Sacramento to implement its *Housing Element*. While not all of the options described here are currently applicable in West Sacramento, some are already being used. The various programs and techniques described in this chapter are summarized in Table C-1 at the end of this appendix. The table shows the eligible sponsor(s) for, and the target groups that could benefit from, each program.

Inclusionary Zoning

Inclusionary zoning is a regulatory measure that requires new residential developments to include a prescribed percentage of moderate- and/or lower-income housing. Inclusionary programs typically include the following provisions:

- Criteria for defining affordability;
- Criteria for determining buyer or renter eligibility;
- Provisions to assure a minimum time period that the unit will remain affordable;
- Provisions regarding on-site or off-site location of affordable units and the transfer of affordable housing credits;
- Exemptions for small projects;
- Provisions for in-lieu fees.

Inclusionary zoning could result in a significant number of affordable units in West Sacramento. In addition, any affordable units built could be integrated with market-rate housing, thereby avoiding any new concentrations of low-income housing.

Density Bonuses

Density bonuses, which are an incentive-based counterpart to inclusionary zoning, provide a density increase to residential developers that agree to construct a minimum number of affordable units. State law requires local jurisdictions to provide density bonuses in specified circumstances.

When a developer agrees to construct at least 20 percent of the total units in a housing development for lower-income households, 10 percent of the total units for very-low-income households, or 50 percent of the total dwelling units for qualifying senior citizens, the city or county must either grant a density bonus and at least one other concession or incentive, or provide other incentives of equivalent financial value. The developer must agree to ensure continued affordability for all lower-income units for 30 years (10 years under some circumstances). The density bonus must increase the allowable density specified in the zoning ordinance by at least 25 percent. Each city or county must set up procedures for carrying out these provisions (*Government Code* § 65913.4 and § 65915).

Density bonuses have the benefit of increasing land values for projects that include affordable units. In effect, this increased value subsidizes the construction of the affordable units. Density bonuses work best where there is substantial planned growth.

Mixed-Use Development

Mixed-use development combines residential uses with one or more other uses such as office, retail, public, entertainment, or even manufacturing. To encourage mixed-use development, a city can amend its zoning ordinance to allow residential uses in otherwise non-residential zones or it can create a Mixed-Use Zoning District.

Mixed-use projects can reduce the cost of housing by allowing residential uses to share amenities and parking with other uses. Mixed-use projects also reduce automobile traffic as people can live and work or live and shop in the same area. In addition, mixed-use projects can make retail areas safer and more prosperous.

Development Standards

The cost of constructing housing can be reduced by instituting site planning and building design innovations. Communities can modify their requirements for setbacks, street widths, and building materials, or they may use performance standards in place of restrictive building and planning standards. Vacaville, for example, reduced its minimum standards for new public streets from 36 to 25 feet wide; this reduced standard allows developers to fit more homes on infill sites and encourages smaller lots, bringing down the cost of new homes. The key to making such programs work is ensuring that narrow streets do not impair emergency vehicles or create a parking problem.

Redevelopment Housing

Redevelopment programs are another important source of affordable housing. State law authorizes the use of redevelopment to make sites available for the construction of new housing, to provide subsidies for affordable housing, and to aid in the preservation and upgrading of residential areas. Redevelopment programs usually operate by capturing the incremental increase in property taxes resulting from improvements to the area. The agency can issue bonds based on this tax increment and use the money to redevelop a blighted area. State law requires that 20 percent of all property

tax increments in a redevelopment area be set aside for the development of affordable housing (*Health and Safety Code* § 33334.2). State law also requires that every redevelopment plan contain provisions that provide replacement housing on a "one-for-one" basis for low- and moderate-income persons displaced by redevelopment activity. (*Health and Safety Code* § 33334.5).

Redevelopment programs can create significant new housing opportunities in areas where housing is not otherwise feasible because of site limitations, ownership, or market conditions. Redevelopment can also provide a substantial amount of money for subsidizing affordable housing. For a discussion of redevelopment from the perspective of project funding see the next section.

Land Banking

Land banking is the acquisition of vacant and underutilized land or properties with the potential for reuse or rehabilitation. There are two primary approaches to land banking. A developer may approach a local agency with a parcel in mind which he or she cannot afford to buy, and the local agency can assist with the acquisition of the land. Alternatively, the local agency may identify a parcel and "bank" it until a suitable developer comes along to build on it. In this case, the jurisdiction has several options regarding control of the site. The most obvious is outright purchase, but this may not be the best way for the locality to use the funds set aside for land banking. Other options include: an option to purchase, at a stated price under stated conditions; an option of first refusal, under which the property owner agrees to notify the community in case an offer is made by a third party to purchase the land; and a lease, which is useful if the property owner is unwilling to sell but is willing to develop the land. Sources of funds for land banking have usually come from a jurisdiction's Community Development Block Grant (CDBG) monies, although money from a community's general fund can and has been used.

State law gives local governments and nonprofit organizations priority in the purchase of surplus public lands. Cities can, therefore, often acquire land before it reaches the market, sometimes at a lower cost. The City can restrict the development of the property to require affordable housing when it leases or resells it to a developer.

Providing inexpensive or free land to developers willing to build affordable housing is an important tool available to cities. In areas where land is relatively expensive, the provision of low-cost land represents a significant subsidy for housing. Land banking also gives communities direct control over the location, timing, and type of housing built. Jurisdictions can also assemble several small properties over time to create sites for larger projects.

Adaptive Reuse

The conversion of outmoded non-residential buildings can provide an opportunity for development of new residential uses. Reuse projects may include old school buildings, train stations, hospitals and other public buildings; inns and hotels; and warehouses and factories and other industrial buildings. In some cases, hotels and schools have been converted to apartments, and in others industrial buildings have been turned into live/work spaces. As a housing strategy, adaptive reuse can introduce housing into non-residential areas, restore buildings to a useful purpose, or provide live/work space at a reasonable cost.

Converting old buildings to residential units or live/work quarters is a good way to restore buildings to a useful purpose. This in turn augments the city's tax base. If buildings are local landmarks of

historical or architectural significance, they may qualify for preservation tax credits if developed for low-income housing.

Single Room Occupancy Hotel (SRO)

SRO hotels are a traditional form of affordable housing for single and elderly low-income people and for new arrivals in the area. SRO rooms are usually small, between 80 and 250 square feet, and typically have a sink and closet. Bathrooms, showers, and kitchen are shared with other rooms.

In some cases, residential hotel units may be affordable to low-income households even without government subsidies. With subsidies, these units become affordable to very-low-income persons. Formerly homeless people often find SROs an affordable entry point into the housing market. The availability of low-cost SROs can also protect some people from becoming homeless.

Secondary Residential Units

A secondary unit is an additional self-contained living unit, either attached to or detached from the primary residential unit on a single lot. It has cooking, eating, sleeping, and full sanitation facilities. State law permits secondary units and establishes minimum standards for their development. Local governments can either adhere to state standards or adopt their own secondary unit ordinance.

To encourage the development of secondary units on existing developed lots, state law requires cities and counties to either adopt an ordinance based on standards set out in the law authorizing creation of secondary units in residentially-zoned areas, or where no ordinance has been adopted, allow secondary units by use permit if they meet standards set out in the law. Local governments are precluded from totally prohibiting secondary units in residentially-zoned areas unless they make specific findings (*Government Code* § 65852.2).

Secondary units can be an important source of affordable housing since they can be constructed relatively cheaply and have no associated land costs. Secondary units can also provide supplemental income to the owners of primary units, thus allowing the elderly to remain in their homes or moderate-income families to afford houses.

Opposition to secondary units is generally based on neighborhood concerns over parking and traffic impacts. An important key to the success of a second unit program is, therefore, the development of specific standards dealing with such issues as minimum lot size, maximum unit size, parking standards, and setback and height requirements.

Limited Equity Cooperatives

Limited equity cooperative provide low- and moderate-income residents the opportunity for affordable homeownership. In a limited equity co-op, like a market co-op, the residents form a nonprofit corporation which has as many shares as there are units in the building. The units may result from the conversion of an existing rental building or from new construction.

To live in a co-op, residents purchase a share by making a down payment and making monthly payment that equate to their share of the mortgage payment plus the costs of utilities and maintenance. A share entitles co-op members to the use of common areas and their dwelling unit.

While they do not own their dwelling unit, co-op members may deduct their share of interest and tax payments when filing tax returns because they are part owners of the building.

Limited equity co-ops differ from market co-ops in that the cost of buying a share in a limited equity co-op is generally measured in the hundreds rather than thousands of dollars and can increase only a certain amount each year. By limiting equity build-up, the units are effectively removed from the speculative real estate market and protected from market-driven rent increases. The dwelling is thus kept permanently affordable to low- and moderate-income people.

Self-Help Housing

Self-help housing, also known as "sweat equity" housing, enables potential homeowners to contribute their labor to the construction or renovation of a building in return for credit on a down payment. This type of program allows low-income families to enter the housing market, and at the same time can result in the rehabilitation of dilapidated buildings. The California Housing Finance Agency (CHFA) finances self-help housing by providing below-market bond financing for mortgages on homes in urban areas. The experience gained by low-income persons in participating in renovation projects is also valuable job training. Self-help programs need skilled organizers to manage projects and supervise construction, and money from local governments to fill in the financial gaps.

Manufactured Housing

Factory-built homes may be the most affordable housing on the market today. It is the least expensive to construct and, once built, it is difficult to distinguish from custom housing. Various types of housing fall into the category of manufactured housing. Open panel houses are constructed of preassembled, conventionally-framed wall, floor, and ceiling panels that are joined on site. Modular houses are constructed from three dimensional units of wall, floor, ceiling, and roof elements that are preassembled in the factory and joined on site; plumbing, electrical, insulation, and finished walls are also installed in the factory. Mobilehomes are complete living units that, when placed on a permanent foundation with sewer and water hook-ups, are ready for permanent occupancy. Today's manufactured homes are high quality housing products that are less expensive than conventional homes and can be set up and finished very quickly after arriving at the site.

Manufactured housing is an option for infill development of small, irregular-shaped parcels, including surplus rights-of-way. Manufactured homes are also an option for conventional subdivisions and planned unit developments where affordability is an issue.

State law sets out standards for the regulation of manufactured housing by local jurisdictions. For example, state law requires cities and counties to allow the installation of manufactured homes on permanent foundations on lots zoned for conventional single-family dwellings. Local agencies can subject manufactured homes only to the same development standards that apply to single-family dwellings, and architectural requirements are limited to roof overhang, roofing material, and siding material and cannot exceed those which would be required of a single-family dwelling constructed on the same lot. Furthermore, state law deems manufactured homes to be a permitted use on all land planned and zoned for residential use, but cities and counties may regulate them by use permit.

In Vacaville two subdivisions were developed primarily with manufactured housing. In both cases, addressing issues of neighborhood compatibility were key components of success.

Many communities also assist residents in buying their mobilehome parks to preserve affordable housing. Preservation aids those who can least afford to replace a stand-alone unit that they own. Preserving mobilehome parks allows a community to protect a valuable source of usually irreplaceable affordable housing. Existing mobilehome parks continue to be threatened by the escalating value of land and accompanying development pressure, and new parks are difficult to develop in high cost areas.

Nonprofit Housing Development Corporation

A nonprofit housing development corporation (HDC) is a corporation created specifically to build or rehabilitate housing for people who cannot afford market-rate housing, but whose incomes are generally above the poverty level. A nonprofit HDC can undertake all the tasks necessary to acquire, develop, own, operate, promote, assist, or sponsor housing for low- and moderate-income people. A nonprofit HDC does not build government-owned "public housing." Rather, nonprofits work directly with city and county governments, redevelopment agencies, for-profit developers and other nonprofit organizations to assist in planning and implementing affordable housing programs and projects to lessen the burden of local government in providing low-income housing. Nonprofit HDCs can build housing for families, the elderly, and the disabled. HDCs may also sponsor limited equity cooperative housing.

Home Equity Conversion

Home equity conversion is an umbrella term for a number of methods by which elderly homeowners convert the equity in their homes into monthly cash payments without being forced to move. Typically, a senior reverses a mortgage on the home by contracting with a lender for a loan of up to 80 percent of the property's value. Repayment of principal and interest is usually accomplished through sale of the home. Most of these conversion loans are made to elderly persons who own their home outright or who have a very small outstanding balance due on the mortgage.

Shared Living

Shared living refers to a housing arrangement wherein unrelated people reside together to reduce housing expenses and for social contact and mutual support. A single mother may, for example, share her home with an elderly person who helps with child care and living expenses. In other instances, several disabled adults may share a large single-family home.

State law sets standards for the regulation of small shared-living facilities. A residential facility which serves six or fewer persons must be considered a residential use of property, and the residents and operators of the facility must be considered a family. No conditional use permit, zoning variance, or other zoning clearance can be required which is not required of a family dwelling of the same type in the same zone (*Health and Safety Code* § 1566.3 and § 1567.1).

INVENTORY OF HOUSING FUNDING PROGRAMS

This section summarizes those local, state, and federal funding programs currently available that the City of West Sacramento might pursue to implement its *Housing Element* policies. The program summaries are based consultation with State and Federal program representatives in March 1990 and on program descriptions contained in the California Department of Housing and Community Development's (HCD) *1987 Directory of Housing Programs*, the California Housing Finance Agency's (CHFA) *1986 Annual Report* and 1990 program updates, CHFA's *1989 Multifamily Lending Manual*, The United States Department of Housing and Urban Development's (HUD) 1989-90 summary of programs, the *Stewart B. McKinney Homeless Assistance Act*, and FmHA's 1984 *Brief History of FmHA*.

The various programs described in this chapter are summarized in Table C-1 at the end of this appendix. The table shows the eligible sponsor(s) for, and the target groups that could benefit from, each program.

LOCAL FUNDING PROGRAMS

Redevelopment

State Law authorizes the use of redevelopment to make sites available for new housing, to provide subsidies for affordable housing, and to aid in the preservation and upgrading of residential areas. A city can establish one or more areas in need of redevelopment. The increased property tax revenue (tax increment) resulting from new private investment in the area goes to the Redevelopment Agency. Tax increment funds must be used for public improvements in the district and for affordable housing development anywhere in the city. State law requires that at least 20 percent of all property tax increment in a redevelopment area be used for affordable housing. In addition to providing funds for a wide range of local housing programs, redevelopment enables a City to issue bonds and otherwise finance housing construction and acquire land for new housing.

Redevelopment has created significant new housing opportunities in areas where housing was not feasible because of site limitations, ownership, or market conditions. This is because redevelopment creates a potentially significant amount of locally controlled funds for the development of affordable housing.

Fee Waivers

The existing high level of fees levied on new residential development (for parks and open space, traffic mitigation, and other purposes) encourages the market to provide higher cost homes. To offset some of these negative impacts and to entice the development of lower-cost housing local governments can reduce or waive fees in exchange for the provision of affordable housing.

Housing Trust Funds

In the search for funding for affordable housing development and preservation, communities can place fees on new commercial and/or residential development. Some jurisdictions with inclusionary zoning give developers the option to pay fees in lieu of providing below-market-rate units. Although fees affect the land market and may impact the type and cost of housing or commercial uses built, they do generate a local source of funds for the development of affordable housing.

Mortgage Revenue Bonds (MRB)

Tax exempt mortgage revenue bonds are a source of funds which may be used to raise money for mortgage loans. Tax exempt bonds are issued at below-market interest rates providing low interest rate financing for both single-family, owner-occupied homes and multi-unit rental housing. The mortgages may be used for acquisition, rehabilitation, or new construction. The bonds are paid off with revenues from the housing. Housing finance agencies are created to issue such bonds, but other agencies, such as housing authorities, cities and counties, redevelopment agencies, and the state may also do so. The interest rate on the mortgage loans from bonds issued by these agencies is usually around 1¼ percent above the interest rate paid to bondholders and 2 to 3 percent below market. Private lenders originate and service the loans.

Federal and state regulations require that bond proceeds be used to increase affordable housing opportunities for very low-, lower- and moderate-income households and require income, price, and rental restrictions based upon area median income limits.

Mortgage Credit Certificates (MCC)

Local housing finance agencies may now issue mortgage credit certificates in lieu of mortgage revenue bonds. Home purchasers who receive MCCs are entitled to an income tax credit equal to a specified percentage of the interest they pay during the tax year on the mortgage on their principal residences.

Private Financing

In recent years major financial institutions have become involved in the development of low- and moderate-income housing by making construction loans and permanent loans available at favorable rates. Such loans have aided many affordable housing developments.

The Community Reinvestment Act (CRA) directs the Department of the Treasury, the Federal Reserve System, the Federal Deposit Insurance Corporation, and the Federal Home Loan Bank Board to encourage and assist the institutions they regulate to meet the credit needs of their communities. These agencies must assess the records of their member institutions when evaluating applications for a charter or other regulated transactions. As a result of the CRA, many major financial institutions have elected to actively participate in funding low- and moderate-income housing projects developed by non-profit corporations.

Savings Associations Mortgage Company (SAMCO) is a statewide organization supported by stockholder savings institutions to provide financing for affordable housing projects. SAMCO has worked with non-profit developers to finance publicly-assisted housing projects throughout the Bay Area in which at least 51 percent of the units were affordable to low-income households. For more information, call (408) 985-8110.

California Community Reinvestment Corporation (CCRC) was formed recently to pool the resources of the state's banks to assist in financing affordable housing. CCRC is sponsored by the Federal Reserve Bank of San Francisco and the San Francisco Development Fund. CCRC plans to raise \$100 million from member banks for below-market-rate loans to low- and moderate-income housing developments. For more information, call (818) 972-2765.

STATE PROGRAMS

California Housing Finance Agency (CHFA)

CHFA was created in 1975 to help meet the state's need for housing affordable to low- and moderate-income households. CHFA provides below-market-rate mortgage capital through the sale of tax-exempt notes and bonds.

For information on CHFA programs, contact:

California Housing Finance Agency
1121 L Street, 7th Floor
Sacramento, CA 95814
(916) 322-3991

Multi-Family Rehabilitation and Infill New Construction Program

CHFA developed the multi-family rehabilitation program in 1983 to provide a steady source of financing for use with the Rental Rehabilitation Grant Program, CDBG or other rental rehabilitation efforts, and Section 8 subsidies. The program also enables communities to utilize statewide bond issues, rather than attempting to structure their own smaller, separate bond issues. At least 20 percent of the units developed under this program must be available to low-income renters; through use of CHFA's bond funds and local financial resources, however, the percentage has actually been much higher (86 percent as of June 30, 1986).

Eligibility: city or county

80/20 State/Local Pilot Rental Housing Finance Program

This program supplies funding which effectively "buys-down" the interest rate on a project's financing. This buy-down, referred to as a feasibility loan, cannot exceed \$150,000 per project, and will reduce monthly rents and thereby make more housing available to those who fall into low- and very low-income categories. Projects considered for the program must carry with them participation from a sponsoring local government in the 20 percent to 30 percent range. One hundred percent of the units in these projects are to be reserved for low- and moderate-income tenants (i.e., no market-rate rentals are allowed).

Eligibility: nonprofit organization

CHFA Self Help Housing Program

CHFA has agreed to provide a source of construction and permanent financing for single family homes built by the self help construction method. Under this program, nonprofit housing organizations supervise families in the construction of their own homes, thereby reducing costs by 20 to 40 percent. Sweat equity serves as the down payment, provided that the loan does not exceed 80 percent of the appraised value.

Eligibility: nonprofit organization

Home Mortgage Purchase Program (HMP)

This program provides a 30-year fixed-rate mortgage with monthly mortgage payments (principal and interest) which remain the same until the loan is fully repaid. CHFA commits funds to builders or developers who in turn make the low-interest-rate mortgages available to new homebuyers through private lenders. Interest rates vary with each bond sale, but are usually 1.5 to 3 percent below the prevailing market interest rates. HMP interest rates, therefore, may differ among developments. In order to qualify for an HMP loan, the borrower must be a first-time homebuyer (or not have owned a home as a principal place of residence during the previous three years), have a moderate income, have the capacity to make a minimum five percent cash down payment and pay closing costs as required, be able to meet loan underwriting standards, and not have previously obtained a CHFA loan.

Eligibility: for-profit organization or developer

80/20 Multi-Family Rental Housing Program

As of January 1, 1986, state law requires that all multi-family projects financed with tax-exempt bonds set aside 10 percent of the units for lower-income tenants and 10 percent for very low-income tenants. Current federal law simply requires that 20 percent of the units be set aside for the low income. The balance of the units under state and federal law may be operated with market rents. CHFA sells state revenue bonds in order to finance rental developments which meet these requirements.

Eligibility: for-profit organization or developer

Cal-First Home Buyers Program

After a first time homebuyer acquires a first mortgage on a home, a qualified lender can offer a CHFA-financed second mortgage that will decrease housing cost payments during the first six years of home ownership. During the following 10 years, the mortgage payments increase to repay the second mortgage buy down.

The program is currently inactive (March 1990).

Eligibility: individual

Second Unit Financing Program

This program is a pilot program that provides a source of financing for the addition and rehabilitation of second units utilizing Title I insured loans (limited to a maximum of \$17,500). The second units will provide housing for tenants with incomes not exceeding 80 percent of the median upon initial occupancy. Borrowers will be owner-occupants of detached, single-family homes, whose household incomes do not exceed 120 percent of the median income.

Eligibility: individual

California Department of Housing and Community Development (HCD)

HCD is the state agency that has principal responsibility for assessing, planning for, and assisting communities to meet the housing needs of low- and moderate-income Californians. The following section describes in greater detail the housing and community development-related programs and activities of HCD.

For information regarding HCD programs, contact:

Department of Housing & Community Development	
Division of Community Affairs	
1800 3rd St.	Mailing Address :
Sacramento, CA 95814	P.O. Box 952054
(916) 332-1560	Sacramento, CA 94252-2054

State Community Development Block Grant Program

Cities with populations under 50,000 and those counties with populations under 200,000 which do not participate in HUD entitlement programs are eligible to participate in the state CDBG program. CDBG funds may be used for a variety of housing, economic development, public facility, and public service activities.

Eligibility: city or county

Rental Housing Construction Programs (RHCP)

The RHCP was designed to stimulate the production of affordable, well-constructed, energy efficient rental units available to low- and very low-income households. The program funds are utilized through three basic financing approaches: 1) a direct financing component which channels HCD funds directly to local entities; 2) the Rural Rental Assistance component, which uses RHCP funds to writedown rents on projects financed through the FmHA 515 Program; and 3) the CHFA set-aside.

Eligibility: city or county

Senior Citizens Shared Housing Program (SCSH)

The SCSH program provides grants to local government agencies to assist seniors in finding others with whom they can share housing. Services funded by the program include outreach, information and referral, client counselling, placement, and follow-up. The program results in reduced housing costs, prevention of premature institutionalization, efficient use of existing housing stock, and increased security and companionship for seniors.

Eligibility: city or county, nonprofit organization

Independent Living Housing Assistance Program (ILHAP)

The ILHAP provides funds in the form of housing assistance payments to agencies that provide support services to the developmentally, mentally, or physically disabled which are designed to provide a transition to independent living. Any disabled individual who is in need of an

independent living skills training program, may be a tenant of a dwelling unit receiving housing assistance payment benefits. Housing assistance will be provided to lease group homes and units within apartment complexes.

Eligibility: city or county

Urban Predevelopment Loan Fund (PLP)

The PLP provides seven percent loans to local government agencies and nonprofit corporations. The loans can be used for a variety of predevelopment expenses incurred in securing long-term financing for the production or rehabilitation of subsidized low-income housing in urban areas. Loan terms range from one to three years and proceeds may be used to purchase land or land options; to pay advance fees for architectural, engineering, consultant, and legal services; to pay permit, bonding, and application fees; and to finance site preparation (including water and sewer development). Loans are also made to eligible borrowers for purchase of land bank sites for future development of low-income housing. Loans may not be used for administrative expenses or construction financing.

Eligibility: city or county, housing authority, nonprofit organization

Deferred Payment Rehabilitation Loan Program (DPRLP)

The DPRLP provides deferred payment loan funds to local government agencies to assist with the rehabilitation of housing for low- and moderate-income households. The major objectives of the DPRLP are to rehabilitate housing to assure the continued viability of neighborhoods, to eliminate health and safety hazards, to prevent overcrowding, and to ensure the availability of low-cost housing.

Eligibility: city or county, nonprofit developer

Special User Housing Rehabilitation Program (SUHRP)

The SUHRP provides three percent 30-year deferred payment loans, which provide "up-front" subsidies for the rehabilitation and acquisition of substandard housing. SUHRP funds may be used for apartments for the elderly, for group residences and for the physically, developmentally, or mentally disabled. Funding is also available for residential hotels which will be occupied by lower- or very low-income persons.

Eligibility: city or county, nonprofit organization, for-profit organization or developer

California Self-Help Housing Program (CSHHP)

The CSHHP (formerly the California Housing Advisory Service) provides grants and loans to self-help housing organizations that assist low- and moderate-income families in the building or rehabilitating of their own homes. Both mortgage and technical assistance funds are available. CSHHP technical assistance grants are used to cover the various administrative and training costs associated with the provision of technical assistance to self-help households. The services include training and supervision of self-help builders, loan packaging and counselling services, and workshops. Mortgage assistance funds are used to reduce the cost of the self-help units.

Eligibility: city or county, nonprofit organization

Proposition 77 and 84

Funding was authorized by Propositions 77 and 84 in 1988 for a variety of housing programs administered by the California Department of Housing and Community Development (HCD). HCD provides low-interest loans directly to project sponsors for purchase, rehabilitation, and other eligible costs of very low- and low-income rental housing. HCD also provides combination interim construction/permanent loan packages for new very low- and low-income rental housing. New construction projects will need to have approval under Article XXXIV of the State Constitution or structured so Article XXXIV does not apply. Sponsors may be for-profit or nonprofit. Any individual or public or private entity capable of entering into a legally enforceable contract may become a sponsor.

Contact: California Department of Housing and Community Development
Rental Housing Construction (916) 327-2864 R e n t a l
Acquisition & Rehabilitation (916) 445-6501

Eligibility: city or county, nonprofit organization, for-profit organization or developer, individual

Emergency Shelter Program (ESP)

The ESP provides direct grants to local government agencies and nonprofit corporations that shelter needy people and families on an emergency basis. Eligible activities include rehabilitation/renovation, expansion of existing facilities, site acquisition, equipment purchase, one-time rent vouchers to prevent eviction, and administrative costs (no more than two percent of any single grantee award). New construction is not an eligible program activity.

Eligibility: city or county, nonprofit organization

California Homeownership Assistance Program (CHAP)

This program provides up to 49 percent of the purchase price of a dwelling (in the form of a mortgage participation loan with an institutional lender) to enable eligible households to purchase housing they would otherwise be unable to afford. When the unit is sold, the State shares in the sales proceeds in proportion to its original investment. The balance of the financing comes from private or other public lending institutions. Under this program, HCD may assist: 1) renters to purchase their units who otherwise would be displaced by condominium or stock conversions; 2) mobilehome park residents to purchase their spaces if the park is to be converted to a

condominium or stock cooperative; 3) households to purchase a mobilehome placed on a permanent foundation; 4) eligible households to purchase mobilehomes placed on permanent foundations; and 5) stock cooperatives or non-profit corporations to develop or purchase mobilehome parks.

Eligibility: individual

Mobilehome Park Assistance Program (MPAP)

The MPAP provides financial and technical assistance to low-income mobilehome park residents, or to organizations formed by park residents, who wish to own and/or operate their mobilehome parks. MPAP loans bear a seven percent interest rate, and conversion loans must be repaid within three years. Repayment of blanket and individual loans may be scheduled for up to 30 years.

Eligibility: individual

Franchise Tax Board

The Franchise Tax Board through the Homeowner and Renter Assistance Law provides property tax relief and rental assistance to low-income citizens 62 years of age or older, and to totally disabled or blind persons of any age.

Homeowner Assistance Program

The State refunds a portion of the property tax on a home occupied by a senior or disabled homeowner, depending on the value of the home and the homeowner's income. Homeowner assistance is granted only on the first \$34,000 of the full value (formerly \$8,500 of the assessed value), as shown on the property tax bill, less the homeowners or veterans exemption. No assistance is provided on that part of a residence's full value which exceeds this amount.

To be eligible for the Homeowner Assistance Program, a homeowner must:

- Be 62 years of age or older, or totally disabled, or blind as of December 31 of the year claimed;
- Have been a resident of California on or before December 31 of the year claimed;
- Have owned and occupied the home on December 31 of the year claimed; and
- Have a household income for the year claimed of no more than \$12,000. (Household includes the homeowner and all individuals, except minors, students, and renters who lived in the home during the year claimed.)

Claims must be filed with the Franchise Tax Board between May 16 and August 31 following the year claimed.

Eligibility: Individual

Renter Assistance Program

To be eligible for the Renter Assistance Program, a renter must:

- Be 62 years of age or older or totally disabled or blind as of December 31 of the year claimed;

- Have been a resident of California on December 31 of the year claimed;
- Have occupied a rented California residence between January 1 and December 31 of the year claimed;
- Have paid at least \$50 per month in rent for the year claimed; and
- Have a household income for the calendar year claimed of not more than \$12,000. (Household members include the renter, the renter's spouse, and all other individuals who lived in the rented dwelling from January 1 to December 31, except for minors, qualified students, other renters, and the owner of the rented premises.)

The claim must be filed with the Franchise Tax Board between May 16 and August 31 following the year claimed.

Persons who received welfare benefits or claimed the renter's credit allowed by the California Personal Income Tax are eligible for renter assistance if all of the qualifications listed above are met.

Eligibility: individual

Renters Credit

California renters who filed individual income tax returns are eligible to receive a renters' credit of \$60 for single persons and \$137 for married couples (filing joint claims) or unmarried heads of household if:

- The renter was a California resident on March 1 of the year for which the credit is claimed; or
- The individual, as of March 1, rented and occupied, as a principal place of residence, a house or dwelling in California (owning and occupying a mobilehome situated on rented land satisfies this requirement).

The Renters Credit is not allowed if:

- The rented property was exempt from property taxes, unless the renter was required to pay property taxes on his or her possessory interest in the residence;
- The renter lived with and was claimed as a dependent for income tax purposes by another person; or
- The renter or spouse was granted the homeowners' property tax exemption unless the spouse maintained a residence separate from that of the renter for the entire taxable year.

A person who qualifies for the Renters Credit may also file for Renters Assistance, but should not receive the Homeowner Assistance or the Homeowners Property Tax Exemption.

Contact: Franchise Tax Board
P.O. Box 1588
Sacramento, CA 95807
(916) 369-0500

Eligibility: individual

Solar Energy Credit

An individual may qualify for a tax credit if he or she installed a solar energy system or added to a previously installed system, or carried over this credit from 1982. This state credit is substantially different from the federal credit. To be eligible for a tax credit, the system must conform with the guidelines established by the California Energy Commission.

Individuals may qualify for a tax credit if energy conservation measures were installed, or if this credit was carried over from 1983.

Energy conservation measures include insulation, weather stripping, pool covers, low-flow shower heads, and other items approved pursuant to the Federal Residential Conservation Service Plan.

The solar energy and energy conservation measure credits ends on January 1, 1987 unless a statute, chaptered before this date, deletes or extends the date.

Contact: Franchise Tax Board
P.O. Box 1588
Sacramento, CA 95807
(800) 852-5711

California Energy Commission
1516 9th Street
Sacramento, CA 95814
(800) 852-7516

Eligibility: individual

Tax Credit For Removal of Architectural Barriers

Sections 17237.5 and 24380 of the *Revenue and Taxation Code* permit taxpayers to deduct the entire cost of repairing or remodeling "any building, facility, or transportation vehicle owned by the taxpayer to facilitate its use by disabled or elderly individuals."

The deduction must be taken for the year in which the remodeling or repair work took place, and must be in lieu of any other tax deduction for remodeling or repair to correct wear and tear or obsolescence. Deductions cannot exceed \$25,000 in any taxable year.

Repairs must be made in compliance with the standards prescribed in *Government Code* § 4450-51.

Contact: Franchise Tax Board
P.O. Box 1588
Sacramento, CA 95807
(916) 369-0500
(800) 852-5711
(800) 852-7050

Eligibility: individual

Department of Veterans Affairs

The Department of Veterans Affairs, through its Division of Farm and Home Purchases, administers the Cal-Vet Loan program which assist qualified California war veterans to purchase farms and homes at reasonable financing costs. Funds are obtained through the sale of general obligation bonds. These bonds and the administrative costs of the program are repaid by the veterans who participate.

Cal-Vet Loan Program

To qualify for a Cal-Vet loan, a veteran must have been born in California or have been a bona fide resident of California at the time of entry or re-entry into active military duty. He or she must have served at least 90 days on active duty (unless discharged because of service-connected disability) and must have served during a qualifying war period. Discharge or release from active duty must have been under honorable conditions.

Qualifying Properties

Maximum Loan Allowed

Single family homes, including condominiums and townhouses	\$75,000
Mobilehomes on land owned by the borrower	75,000
Mobilehomes in an approved mobilehome park	55,000
Working farm producing sufficient income to provide loan and tax payments	\$200,000

Homes equipped with solar energy heating devices may be approved for up to an additional \$5,000 loan.

Where the purchase price is \$35,000 or less, the Department may loan 97 percent of the appraised value of the property. Where the purchase price is greater than \$35,000, the Department may loan 95 percent of the appraised value of the property, but in no event may the loan be more than the purchase price or the maximum stated above, whichever is less. On farm properties, the loan amount cannot exceed 95 percent of the Department's appraised value, which is based upon net income from agricultural production.

A veteran who plans to have a home constructed and later to have it financed through the Cal-Vet program should contact a Cal-Vet district loan office for detailed information before proceeding, as this type of loan is strictly regulated by both state and federal laws.

The interest rate on Cal-Vet loans is variable over the term of the loan. Most Cal-Vet loans have a maximum term of 25 years.

Cal-Vet Loan information is available at (800) 952-5626.

Eligibility: individual

Disabled Veterans' Tax Exemption

Totally disabled veterans who own and occupy a single-family dwelling, a condominium, a cooperative, or a houseboat, or occupy a state-licensed mobilehome on their own land are exempt from property tax up to \$100,000 of the assessed value of the property.

If the veteran is blind or has lost the use of two or more limbs (but has not been classified as totally disabled), the exempt amount is \$40,000 of assessed value. If the household income is not more than approximately \$24,000 a year (\$34,000 if the veteran filed and qualified for either the \$40,000 or \$60,000 exemption in 1983), the exemption amount is \$60,000 of the assessed value.

There is a one-time-only filing procedure for the \$40,000 while annual filing is required for the \$60,000 exemption. If the claim is made on April 15, the full exemption is available. If a claim for the \$40,000 or \$60,000 exemption is filed between April 16 and December 1, 80 percent of the exemption is available. There is no late filing for the \$100,000 exemption. Claims filed after December 1 are not eligible for the exemption until the following year.

The Disabled Veterans' Exemption will terminate if:

- The property was not the principal place of residence as of 12:01 a.m. on March 1 of the year claimed;
- The disability is no longer rated a 100 percent disability by the rating agency;
- Visual acuity in both eyes (if basis for exemption was blindness) is no longer less than 5/200; or, if the basis was loss of use of two limbs, use of one or both has been restored; or
- Claimant was a surviving spouse of a disabled veteran and has remarried.

For additional information on the Disabled Veterans Property Tax Exemption, contact the Solano County Assessor's office.

Eligibility: individual

Board of Equalization

Homeowners' Property Tax Exemption

Administered by the State Board of Equalization through county assessors' offices, the Homeowners Property Tax Exemption has been in existence since 1968. This provision of the tax code allows a specified amount of the assessed value of a homeowner's property to be exempted from property tax. This amount is currently \$7,000 if a claim is filed between March 1 and April 15, and \$4,600 if the claim is filed between April 16 and December 1. Once the December 1 deadline has passed, no exemption may be allowed for that particular tax year.

There is a one-time-only filing procedure and homeowners who continue to occupy their property on March 1 of the year claimed need not file again. Claims are mailed to new homeowners by March 15 each year. To qualify for this exemption, a claimant must own and occupy a dwelling as the principal place of residence as of March 1 and file or have on file a claim for homeowners property tax exemption with the county assessor in the county in which the property is located. Persons who qualify for the Homeowners Property Tax Exemption may also claim Homeowners Assistance from the Franchise Tax Board.

For additional information on the Homeowners Property Tax Exemption, contact the Solano County Assessor's office.

Eligibility: individual

FEDERAL PROGRAMS

Department of Housing and Urban Development/Federal Housing Administration (HUD/FHA)

The U.S. Department of Housing and Urban Development (HUD) and its constituent agency, the Federal Housing Administration (FHA), administer a variety of mortgage insurance, rent subsidy, and loan and grant programs aimed at helping communities provide affordable housing for low- and moderate-income households.

Depending on the program, eligible applicants include both nonprofit and profit-motivated sponsors and builders, public agencies, the elderly, the disabled, and individuals with moderate incomes and below. Programs range from conventional single-family and mobilehomes, to multi-unit and cooperative housing.

The Department of Housing and Urban Development administers its programs through ten regional offices, and within those regions there are 73 area offices.

For information on HUD-sponsored programs, contact the HUD area office :

450 Golden Gate Ave. 8th Floor
San Francisco, CA 94102
(415) 556-4557

Community Development Block Grant (CDBG)

Through the CDBG, HUD provides grants and loans to local government for funding a wide range of community development activities. No local match is required.

As amended under the 1974 Housing and Community Development Act, the CDBG program is a consolidation of former categorical grant programs including Urban Renewal, Neighborhood Development Grants, Model Cities, Water and Sewer Grants, Neighborhood Facilities Grants, Open Space Grants, Rehabilitation Grants, and Historical Preservation Grants.

Although spending priorities are determined at the local level, the purpose of the law is to provide adequate housing, a suitable living environment, and expanded economic opportunities for persons of low- and moderate-income. A minimum of 51 percent of the CDBG funds provided must be used for the support of activities that benefit low- and moderate-income persons.

Basic eligible activities include, but are not limited to: 1) acquisition and disposition of real property; 2) public facilities and improvements; 3) slum clearance activities; 4) public services; 5) interim assistance; 6) payment of non-federal share of a grant-in-aid program; 7) urban renewal completion; 8) demolition and relocation; 9) removal of architectural barriers to the physically disabled; 10) privately owned utilities; and 11) improvement of sites for assisted housing.

CDBG assistance may be used for the following rehabilitation and preservation activities: 1) rehabilitation of public residential structures; 2) modernization of public housing; 3) rehabilitation of private properties; 4) temporary relocation assistance; 5) code enforcement; and 6) historic preservation.

Except in limited circumstances, Community Development Block Grants may not be used for new construction of housing.

Appropriations of Community Development Block Grant funds are made by Congress annually. The first three percent of each year's appropriation goes directly into the discretionary fund of the Secretary of Housing and Urban Development. Those funds are distributed nationwide for technical assistance, emergency housing, and other special projects at the discretion of the Secretary.

The remaining 97 percent of each annual Community Development Block Grant appropriation is divided as follows: 70 percent to urban areas and 30 percent to rural areas. From the urban share, "entitlement" applicants (generally defined as cities of at least 50,000 population and counties of at least 200,000 in population, excluding entitlement cities) receive funds determined by the locality's relative number and percentage of population, households in poverty, and households experiencing overcrowding, growth lag, and age of housing. Entitlement communities are allocated funds annually, but must make yearly certifications and submissions to HUD which conform with the 1974 Housing and Community Development Act. Cities with populations under 50,000 may execute an agreement with their respective counties to include the city's population as a part of the total county population for the purposes of the entitlement allocation.

Cities and counties not meeting the entitlement population requirement are eligible to participate in the "Small Cities" discretionary program. These jurisdictions must compete for a limited amount of funds administered through state governments.

In order to receive its annual entitlement grant, a locality must submit to HUD: 1) the required certifications (agreements to comply with applicable laws and regulations including the Civil Rights Act and citizen participation requirements); 2) the necessary HUD approved Housing Assistance Plan (HAP); 3) a copy of its final statements of community development objectives; and 4) a copy of its final statements of community development objectives and proposed use of CDBG funds. The HAP must include a survey of existing housing stock, a quantification of the housing assistance needs of lower-income households and the general location of proposed new construction and rehabilitation activities. Every third year, the locality must submit a HAP detailing three-year goals. Each year, the locality must submit annual goals and a report evaluating progress in meeting the previous years goals.

If the locality makes a complete submission within the established deadlines, HUD will make a full grant award. Grant awards may be reduced or denied if HUD makes a determination that the grantee has failed to carry out its previous approved activities in a timely manner or failed to conform to the requirements of the law.

Eligibility: city or county

Rental Housing Rehabilitation (Section 17)

This program is intended to increase the stock of affordable rental housing for lower-income renters (80 percent of the area median income) by providing grants to state and local governments to support the rehabilitation of existing rental units and by providing rental housing assistance to lower-income families to enable them to afford the rents of units in assisted projects. Grants are awarded on a formula basis to cities with populations of 50,000 or more, urban counties, and states, for rehabilitation of privately owned, residential property. Rehabilitation subsidy for each project is limited to an average of \$5,000 per unit, adjusted for high cost areas, and 50 percent of the project's total eligible rehabilitation costs. No funds may be used for program administration. Vouchers and Section 8 certificates are provided to permit eligible tenants to remain in rehabilitated units and eligible new tenants to move into the units.

HUD distributes the funds based upon a formula which considers three factors: 1) number of rental units where the income of tenant households is at or below the poverty level; 2) number of rental units built before 1940, where the income of the household is at or below the poverty level; and 3) number of rental units with at least one of four housing problems--overcrowding, high rent costs, incomplete kitchen facilities, or incomplete plumbing. The third factor is weighted double in the formula.

Eligibility: city or county

Urban Development Action Grant (UDAG)

UDAG provides grants to economically distressed cities and urban counties for residential, commercial, or industrial projects that stimulate private investment. Eligibility is determined by a combination of factors: loss of population and jobs, stagnating or declining tax base, high percentage of poverty, low per-capita income change, high unemployment, and deteriorated housing. Housing projects linked to economic development projects (e.g., mixed uses) are eligible activities.

The program is currently inactive (March 1990).

Eligibility: city or county

Section 108

Section 108 allows HUD to guarantee loans to local governments for use in the acquisition or rehabilitation of property to stimulate industrial, commercial, or residential development. Recipient local governments must, in turn, pledge current and future Community Development Block Grant (CDBG) funds as security for such loans. The maximum amount that may be guaranteed is three times a city's/county's annual entitlement grant.

CDBG recipients are eligible for Section 108 loan guarantees to finance: 1) acquisition of real property for community and economic development purposes; 2) rehabilitation of real property owned or acquired by the local government; and 3) payment of related expenses (interest, relocation, clearance, and site improvements). Application for the guarantee can be made as part of the block grant proposal. Funds cannot be used for new construction.

The advantage of this program is that it can make a large amount of money available quickly without a city having to wait for receipt of a given year's block grant.

The guaranteed debt takes the form of a note issued under HUD's guidance by designated public agencies to a private lending institution approved by HUD. The terms of the note are specified by HUD; the interest rate is set just slightly above the Treasury Department's borrowing rate. The money may be drawn down as soon as HUD approves the guarantee, but it may only be used to meet current financing needs for approved activities. The entire amount of the loan may be obtained up-front.

Loans guaranteed by Section 108 must be repaid within six years, although the city has some latitude in determining the means of repayment. Repayment terms must be approved by HUD in advance of the project.

Although rates are higher than those on most tax exempt obligations, the program offers potential in the area of land assembly and can give local governments greater mileage from CDBG funds by performing needed activities prior to their receiving the entitlement funds.

Eligibility: city or county

Supportive Housing Demonstration Program: Transitional Housing Demonstration Program

This program encourages innovative approaches to providing short-term (24 months or less) housing and support services to homeless persons who are capable of making the transition to independent living. This program is especially targeted to deinstitutionalized homeless individuals with mental disabilities and homeless families with children.

Eligibility: city or county, housing authority, nonprofit organization

The Stewart B. McKinney Homeless Assistance Act

The McKinney Act created a number of new programs to "provide urgently needed assistance to protect and improve the lives and safety of the homeless." These programs address the areas of emergency food and shelter, transitional and longer-term housing, primary and mental health care services, education, job training, alcohol and drug abuse programs and income assistance. For additional information on other programs contact :

Interagency Council on the Homeless
450 Golden Gate Ave. Room 8460
San Francisco, CA 94102
415-556-4752

Eligibility: city or county, nonprofit organization

Emergency Shelter Grants Program

This program provides funds for the renovation, rehabilitation or conversion of buildings for use as emergency shelters for the homeless. Within certain limitations, funds can be spent on essential services for the homeless and some operating costs.

Eligibility: city or county, nonprofit organization

Supplemental Assistance For Facilities To Assist The Homeless

This program funds interest-free advances and grants to acquire, lease, convert or rehabilitate existing facilities and to provide support services. Funds are available for comprehensive and innovative activities specifically designed to meet the needs of the homeless.

Eligibility: city or county, nonprofit organization

Supportive Housing Demonstration Program: Permanent Housing Component

This program provides permanent housing assistance for community-based, long-term housing and support services for projects housing eight or fewer handicapped persons who are homeless or at risk of becoming homeless. Larger projects may be approved on a case-by-case basis.

Eligibility: city or county, nonprofit organization

Housing Voucher Demonstration

This voucher program, similar to the Section 8 Existing Housing Program, provides very low-income families with a greater choice in the selection of a rental unit. The voucher permits families to rent units otherwise too expensive. Monthly housing assistance payments are based on the difference between a payment standard for the area and 30 percent of the family's monthly income. For families selected for assistance, preference will be given to those who are occupying substandard housing, are voluntarily displaced, or are paying more than half of their income for rent.

Eligibility: housing authority

Lower Income Rental Assistance (Section 8)

This program aids low- and very low-income families in obtaining decent, safe, and sanitary housing in private accommodations. HUD makes up the difference between what these families can afford and the fair market rent for an adequate housing unit. Eligible tenants must pay the highest of either adjusted income, 10 percent of gross income, or the portion of welfare assistance designated to meet housing costs. This rental assistance may be used in existing housing. The program is administered by the Housing Authority.

Eligibility: housing authority, nonprofit organization, for-profit organization or developer individual

Moderate Rehabilitation Program (Section 8)

This program encourages the rehabilitation of rental property for occupancy by Section 8 recipients. The program guarantees Section 8 payments to the owner of rehabilitated developments whenever eligible tenants reside in the project. Prior to undertaking rehabilitation work, the owner and the local Housing Authority will provide technical assistance in obtaining financing and for the rehabilitation. Once the work is completed, the Housing Assistance Payments contract is executed and operates for a 15-year period. Moderate rehabilitation is defined as rehabilitation involving only a limited amount of work on a dwelling unit which can be accomplished without displacing the tenants. Temporary relocation or permanent displacement should not be required except in limited circumstances.

Eligibility: housing authority, nonprofit organization, for-profit organization or developer, individual

Section 8 Moderate Rehabilitation Assistance For Single Room Occupancy (SRO) Dwellings

This program provides rental assistance for single-room housing units for occupancy by homeless individuals.

Eligibility: housing authority

Housing Development Action Grants (HODAG)

This grant is intended to increase the availability of rental housing for lower-income people in areas where there is a severe shortage of affordable housing. Development grants are used to help private developers construct or substantially rehabilitate rental housing in those areas.

All projects assisted by development grants must reserve at least 20 percent of the units for families with incomes at or below 80 percent of the median income of the area. Owners of projects must agree to keep the assisted units available for occupancy by lower-income tenants for 20 years and must agree not to convert the units to condominiums during the 20-year period.

Development grants cannot exceed 50 percent of the total cost (less acquisition) of rehabilitating or developing the building. Once selected, the projects must be under construction within 24 months of HUD approval. When construction or rehabilitation of a project has been completed and the project reaches a certain level of occupancy, it will be closed out by HUD. At that time, the city, urban county, or state will become responsible for monitoring project operations and approving rent increases.

The program is currently inactive (March 1990).

Eligibility: housing authority

Manufactured Home Parks (Section 207)

HUD insures mortgage loans made by private lenders to finance the construction or rehabilitation of manufactured home parks consisting of five or more spaces. Maximum mortgage limits are \$9,000 per individual manufactured home space within each park. In high cost areas, this maximum

may increase to \$15,750 per space. The park must be located in an area approved by HUD in which market conditions show a need for such housing.

Eligibility: housing authority, nonprofit organization, for-profit organization or developer

Low Income Housing Tax Credits

Both federal and state tax credits are available to the private sector for the construction or acquisition and rehabilitation of affordable rental housing. While utilization of the tax credits depends on the project's developer, local governments can play a necessary role in providing the additional subsidies usually required to make the tax credits work. Both the federal and state programs are administered by the California Mortgage Bond and Tax Credit Allocation Commission.

In the current era of limited state and federal subsidies for housing, tax credits are one of the few remaining funding sources of any significance. To be eligible for tax credits, 20 percent of the units must rent to very low-income households earning less than 50 percent of area median income, or 40 percent of the units must rent to persons with incomes under 60 percent of the area median income. The tax credits can be used by non-profit and for-profit developers to build new apartments, buy and rehabilitate existing housing, or preserve existing subsidized housing through acquisition or refinancing.

Eligibility: nonprofit organization, for-profit organization or developer

Home Improvement Loan Insurance (Title I, Section 2)

HUD insures loans to finance major and minor improvements, alterations, and repairs of individual homes. The loans may be up to \$17,500 and may extend up to 15 years and 32 days. Loans on apartment buildings may be as high as \$8,750 per unit, but the total for the building may not exceed \$43,750. Private lending institutions process these loans.

Eligibility: individual

Manufactured Home Insurance (Title I, Section 1)

HUD provides insurance on loans by private lenders to finance the purchase of manufactured homes, thereby providing alternative lower-cost housing. The maximum loan is \$45,500 for single or multiple modules, \$54,000 for a manufactured home and a suitable developed lot, and \$13,500 for developed lot only. The maximum loan term is 20 years for a single unit and lot, 25 years for a double unit and lot, and 15 years for a lot only.

Eligibility: individual

Manufactured Home Insurance (Title I, Section 2)

This program insures loans to purchase manufactured home units by buyers intending to use them as their principal place of residence. The maximum loan is \$40,500 for single or multiple modules. The borrower must assure that the unit will be placed on a site which complies with FHA standards and local zoning requirements.

HUD insures private lenders against losses of up to 90 percent of any single loan. Insurance coverage is limited to 10 percent of the total amount of the loans insured by the lender. The loan term may extend for up to 20 years and 32 days.

Eligibility: individual

Solar Energy And Energy Conservation Bank

The purpose of this HUD program is to reduce the nation's dependence on foreign sources of oil by offering grants or subsidized loans to owners and tenants in residential, commercial, and agricultural buildings for the purchase and installation of conservation and solar measures. The Solar Energy and Energy Conservation Bank operates through states and provides financial assistance to consumers for solar and energy conservation improvements.

The amount of assistance is based on the applicant's income level for energy conservation improvements; for solar improvements, it is based on the amount of energy saved by the improvement. Individuals must certify that projected earnings fall within a certain range relative to the area median income in order to be eligible for subsidies. In most cases, an energy audit must also be performed. For some solar improvements, a certified design analysis must be performed. The applicant must also certify that a federal tax credit will not be claimed if the Bank provides a subsidy, that minimum property standards will be met for new or rehabilitated buildings, that the installation was completed, and that sufficient funds are available to match a grant in meeting the cost of the installation. The applicant must disclose other federal assistance sought or obtained.

At least 50 percent of available funds will be allocated, with the balance going into a reserve fund. The percentage of allocated funds for a state is determined by a calculation, involving the state's incidence of lower-income households, average energy consumption, and other factors.

Individuals can apply directly to counties for funding.

Eligibility: individual

HUD Mortgage Insurance Programs

Multi-Family Rental Housing For Low- And Moderate-Income Families (Section 221 (D) (3 & 4))

HUD offers mortgage insurance to finance rental or cooperative multi-family housing for moderate-income households. HUD insures mortgages made by private lenders to help finance construction or substantial rehabilitation of multi-family (5 or more units) rental or cooperative housing for moderate-income or displaced families. Projects in both cases may consist of detached, semi-detached, row, walk-up, or elevator structures.

Eligibility: city or county, housing authority, nonprofit organization, for-profit organization or developer

Elderly Rental Housing (Section 231)

To assure a supply of rental housing suited to the needs of the elderly or disabled, HUD insures mortgages made by private lending institutions to build or rehabilitate multi-family projects consisting of eight or more units.

Eligibility: city or county, housing authority, nonprofit organization, for-profit organization or developer

Existing Multi-Family Rental Housing (Section 223 (F))

HUD insures mortgages to purchase or refinance existing multi-family projects originally financed with or without federal mortgage insurance. HUD may insure mortgages on existing multi-family projects under this program that do not require substantial rehabilitation. Projects must contain at least five units and must be at least three years old.

Eligibility: nonprofit organization, for-profit organization or developer

Supplemental Loan Insurance: Multi-Family Rental Housing (Section 241)

This program supplements existing insured mortgages and does not require refinancing the existing mortgage. HUD insures lenders against loss on loans made either to finance additions and improvements of multi-family housing projects, group practice facilities, hospitals, and nursing homes subject to HUD/FHA insured mortgages or mortgages held by HUD, or to finance energy conservation improvements. A loan involving an insured nursing home or group practice facility may also be used to purchase equipment.

The supplemental loan for a project with a HUD-insured or HUD-held mortgage may not exceed 90 percent of the estimated value of the improvements, additions, or equipment. A loan for a project with a HUD-held mortgage may exceed the remaining term of the mortgage and extend for 40 years.

Eligibility: nonprofit organization, for-profit organization or developer

Nursing Homes and Intermediate Care Facilities (Section 232)

HUD insures lenders against loss on mortgages used to finance construction or renovation of facilities to accommodate 20 or more patients requiring skilled nursing care and related medical services, or patients who, while not in need of nursing home care, are in need of minimum but continuous care provided by trained personnel. Nursing home and intermediate care services may be combined in the same facility covered by an insured mortgage or may be in separate facilities. Major equipment for operation may be included in the mortgage.

The maximum insured amount of the loan cannot exceed 90 percent of the estimated value of the physical improvements and major movable equipment. The maximum mortgage term is 40 years.

Section 437 of the Housing and Urban-Rural Recovery Act of 1983 allows insurance of board and care homes under Section 232. These facilities do not have medical services but have 24-hour staff for continuous protective oversight of residents. A board and care home can be either

freestanding or part of a complex that could also include a nursing home, an intermediate care facility, or both.

Eligibility: nonprofit organization, for-profit organization or developer

Experimental Housing (Section 233)

Two distinct housing assistance programs operate under Section 233. Their common goal is to encourage, by means of insured loans, the use of new or untried construction materials, designs or techniques for reducing housing costs, raising living standards, and improving neighborhood design. Provisions of other HUD programs can apply to those aspects of the project where nonexperimental features are utilized.

HUD/FHA insures mortgage loans that finance the construction or rehabilitation of homes meeting the requirements of other FHA-mortgage insurance programs except that the use of advanced technology or experimental neighborhood design is required. The average insured mortgage is \$65,000. Eligible applicants are persons able to prove that the proposal is an acceptable risk for testing advanced housing design or experimental property standards.

This Section 233 program provides mortgage insurance to encourage innovative design features in multi-family housing. Title II provisions apply where nonexperimental features are utilized. The type of construction, mortgage limit, down payment, term, interest rate, and fees are governed by eligibility requirements of the applicable multi-family mortgage or improvement loan insurance program.

Eligibility: nonprofit organization, for-profit organization or developer, individual

Condominium Housing (Section 234)

HUD insures mortgages made by private lenders for the purchase of individual family units in multi-family housing projects. Sponsors may also obtain FHA-insured mortgages to finance the construction or rehabilitation of housing projects which they intend to sell as individual condominium units. Projects must contain at least 4 units and may be detached, semi-detached, row, walk-up, or elevator structures. Recent changes in legislation also permit insuring mortgages on individual units in existing condominiums.

Eligibility: nonprofit organization, for-profit organization or developer, individual

Special Credit Risks (Section 237)

The purpose of this program is to make home ownership possible for low-and moderate-income families who cannot meet requirements under Section 203, 220, 221, or 234. The monthly mortgage payment (principal, interest, insurance, and taxes) may not exceed 25 percent of the borrower's annual income. The maximum insurable mortgage is \$18,000 (\$21,000 in areas where cost levels so require).

Counselling assistance must be obtained by the applicant mortgagor from a HUD-approved counselling agency. The down payment required is determined by the requirements for the HUD program under which the application originates. Applications may be originated under most HUD

home mortgage programs. The mortgage term may extend for 30 years, or for 35 to 40 years where the purchaser is unacceptable under a 30 year term.

Eligibility: individual

Graduated Payment Mortgage Program (Section 2452)

The Graduated Payment Mortgage (GPM) program facilitates early homeownership for households that expect their incomes to rise by insuring loans that allow homeowners to make smaller monthly payments initially and to increase their payment size gradually over time. It is applicable to single family housing proposed, under construction, or scheduled for substantial rehabilitation.

The maximum insurable amount is the lesser of: 1) maximum Section 203(b) limits; 2) 97 percent of the first \$25,000 of value and closing costs, plus 95 percent of the remainder; or 3) 97 percent of the appraised value and closing costs of the property, minus all of the deferred interest which would accrue during the graduated term. The term of the mortgage is limited to 30 years.

There are five basic GPM plans which vary the rate of monthly payment increases (from 2 to 7.5 percent) and the number of years over which the payments increase (5 or 10 years). The greater the rate of increase, or the longer the period of increase, the lower the mortgage payments are in early years. After a period of 5 to 10 years, depending on which is selected, the mortgage payments level off and stay at that level for the remainder of the loan. GPM payments increase each year, not each month.

Section 245(b) is a similar program which is limited to first-time homeowners or those who have not owned a house in the last three years.

Eligibility: individual

Homeownership Assistance For Low- and Moderate-Income Families (Section 221 (D)(2))

HUD provides mortgage insurance to increase homeownership opportunities for low- and moderate-income families, especially those displaced by urban renewal. HUD insures lenders against loss on mortgage loans to finance the purchase, construction, or rehabilitation of low-cost, one-to four-family housing. Maximum insurable loans for an owner-occupant are \$31,000 for a single family home. For a larger family (five or more persons), the limits are \$36,000 or up to \$42,000 in high costs areas. Higher mortgage rates apply to small (two to four units) multi-family projects.

Eligibility: individual

Farmer's Home Administration (FmHA)

The Farmers Home Administration, an agency of the U.S. Department of Agriculture, provides grants and low-cost loans to improve housing in rural areas. Potential recipients include rural residents, government entities, and both nonprofit and profit-motivated sponsors. Unlike HUD programs which generally operate through banks and other approved lending institutions, FmHA itself makes loans directly to qualified applicants.

FmHA grants and loans (except those under the farm labor program) are made only in rural areas. Rural areas are generally defined as areas with populations under 10,000 or up to 20,000 in credit-scarce regions outside a Metropolitan Statistical Area (MSA).

Rental Assistance Program (Section 521)

This program provides rental assistance to low-income rural families and senior citizens who are living in FmHA-funded projects. The program subsidizes rents that exceed 30 percent of adjusted annual incomes. The subsidy amount is determined by formula, depending on how the FmHA rental project was originally funded.

All FmHA-financed farm labor housing loan and/or grant recipients who are public bodies, nonprofit organizations, or nonprofit organizations of farmworkers are eligible to participate in this program. Rural rental housing loan borrowers who agree to operate the housing on a limited profit or nonprofit basis are also eligible. FmHA borrowers using HUD's Section 8 Existing Housing Assistance Payments may also participate in the FmHA rental assistance program.

Priority will be given to families in existing projects who are paying the highest percentage of income toward rent. In new projects, priority will be based on the date a request for rental assistance is made to FmHA by the borrower (project owner).

The responsibilities of an eligible borrower are:

- Borrowers must have an approved lease with the family receiving rental assistance.
- Initially and annually, borrowers must submit a tenant certification for each tenant.
- Borrowers must verify income reported by tenants.
- Borrowers must have their operating budgets approved by FmHA to be eligible for rental assistance.

The term of the rental assistance agreement is five years. Agreements can be renewed for periods of up to five years.

Eligibility: city or county, nonprofit organization

Rural Housing Preservation Grants (Section 533)

This program, established in 1985, is designed to assist very low- and lower-income rural homeowners to repair and rehabilitate their housing. Governmental entities and nonprofit corporations are eligible to receive and administer housing preservation grants to establish housing rehabilitation projects. At least 80 percent of the grant must be used to provide loans, grants, or other assistance to homeowners to pay any part of the cost of repairing or rehabilitating their homes. Twenty percent may be used to hire personnel to run the housing rehabilitation project and for other administrative expenses.

Housing Preservation grants are intended to make use of other available housing programs which provide resources to very low- and low-income rural residents to bring their homes up to code standards.

Housing Rehabilitation Projects must serve areas with a concentration of substandard housing and very low- and low-income families. Other criteria considered in the selection of grant recipients include:

- The applicant's capacity and experience in assisting lower-income households and in providing rehabilitation or weatherization services;
- The ability to minimize the use of grant funds for administration; and
- The program addresses an overcrowding problem.

Eligibility: city or county, nonprofit organization

Rental Housing Loans (Section 515)

These insured loans provide modernized rental or cooperative housing for persons with low and moderate incomes and for those age 62 and older in rural communities of not more than 10,000 population. Such loans may also be available in communities between 10,000 and 20,000 population if the facility is not within a Standard Metropolitan Statistical Area (SMSA). The loans are repayable in not more than 50 years. Provisions are made for interest reductions under certain circumstances so that low-income tenants may pay a rent within their means. Rent paid by low-income tenants also can be supplemented through a rental assistance program administered by FmHA or HUD's Section 8 rent subsidy program.

Eligibility: nonprofit organization, for-profit organization or developer

Farm Labor Housing Loans and Grants (Section 514/516)

This program provides a combination of grants and loans to finance construction, rehabilitation, or purchase of rental housing for farmworkers. Loans and grants may be used to finance infrastructure such as water supply systems and wastewater facilities as well as to develop support facilities such as central cooking and dining facilities, small infirmaries, laundry facilities, and day care centers.

A grant of up to 90 percent of the cost of the project is made with the remainder loaned at 1 percent interest. Loans are repaid over a 33-year term.

Loans are available to farmers and farmer associations. Both loans and grants are available to public and private nonprofit corporations, and to nonprofit farmworker organizations. Grants are available to eligible applicants only when there is a pressing need and when it is doubtful that such facilities could be provided without grant assistance.

Eligibility: nonprofit organization (and farmers and farmer associations)

Individual Homeownership (Section 502)

This program provides insured loans to families of low- and moderate-income, including senior citizens, who need adequate housing. Interest rates vary according to the cost of government borrowing and the maximum term for repayment is 33 years. Interest credit, which may reduce interest to as low as one percent, may be available to qualified low-income borrowers.

Eligibility: individual

Home Repair Loans (Section 504)

Very low-income homeowners whose houses are severely deficient may be eligible for grants or low-interest loans to make their houses safe and adequate for habitation, and to remove health hazards. A maximum loan of \$7,500, a maximum grant of \$5,000, or a maximum loan-grant combination of \$7,500 may be available to help very low-income elderly homeowners make necessary repairs to their homes. Applicants must be 62 years of age or older to qualify for grant assistance.

Eligibility: individual

Veterans Administration

The Federal Veterans Administration (VA) guarantees loans to qualified veterans to:

- Buy, build, alter, repair, or improve a home or condominium (including a farm residence to be occupied by the veteran);
- Buy a mobilehome with or without the lot; and
- Refinance existing mortgage loans or other liens on a dwelling owned and occupied by the veteran.

The VA-guaranteed loan is made between the veteran and the lender without charge to the lender. No down payment is required by the VA, although the lender may require one.

VA loans are assumable provided the veteran certifies that he or she will be liable for the loan for its full term. The veteran can be released from liability upon approval of the loan-assuming buyer by the VA. Each qualified veteran is normally entitled to one VA loan in his or her lifetime.

For information regarding VA loans,

Contact: Loan Guaranty Division, Veterans Benefits Office
Veterans Administration Regional Office
211 Main Street
San Francisco, CA 94105
(415) 974-0149
(800) 652-1240

Home Loans

The maximum guarantee amount for home loans may not exceed 60 percent of the cost of the home (including lot) or \$27,500, whichever is less. There is no maximum or minimum mortgage amount, although most lenders use four times the guarantee amount as a rule of thumb. Loan terms are for 30 years at a fixed rate.

Eligibility: individual (Military veterans and their survivors)

Mobilehome Loans

The maximum loan guarantee for mobilehomes is 50 percent of the cost of the mobilehome or \$20,000, whichever is less. Maximum term for single-wide mobilehomes is 15 years. Maximum loan term for double-wide mobilehomes is 25 years.

Eligibility: individual (Military veterans and their survivors)

Disposal of Foreclosed Homes Program

Houses acquired by the VA through defaults are offered for sale to the general public at market value, with financing guaranteed by the VA, usually at or near VA/FHA interest rates. Down payments are below comparable real estate sales; closing costs are minimal. These homes are sold through real estate brokers, and the VA pays the commission.

Eligibility: individual (Military veterans and their survivors)

Specially Adapted Housing

The VA offers home purchase grants of up to \$32,660 to veterans who have lost the use of lower extremities due to a service-connected disability. The VA has established special feature standards for both newly constructed and existing homes eligible for VA grants. These include site considerations such as walks, ramps, handrails, garages, and entrances; bathroom and kitchen features; and other interior details, such as doors, windows, corridors, closets, and wall switches.

Eligibility: individual (Military veterans and their survivors)

Department of Health and Human Services

Low-Income Home Energy Assistance

This program makes funds available to states and other jurisdictions to assist eligible households to meet home energy costs. Grantees then make payments directly to an eligible low-income household (or on behalf of such a household) to an energy supplier for the cost of home energy. Up to ten percent of these funds may be used for state planning and administration. Up to 10 percent may be transferred to other block grants administered by the Department of Health and Human Services. Fifteen percent may be used for low-cost weatherization. There is no requirement to match federal funds with state funds. Allocations to states are based on the percentage of total funds received by a state in FY 81.

Eligible households are those households whose income does not exceed 150 percent of the poverty level or 60 percent of the state median income (which ever is greater), or households with persons eligible to receive Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), food stamps, or certain veteran's benefits. In 1984 the average assistance for heating costs was about \$200 per household nationally.

Grantees also provide emergency crisis assistance, assistance with heating and cooling costs, and weatherization assistance.

Contact: Office of Economic Opportunity
1600 Ninth Street, Suite 340
Sacramento, CA 95814
(916) 322-2940
(800) 433-4327

Eligibility: city or county, state, territories, and Native American tribal governments which request direct funding.

Community Development Credit Union Revolving Loan Fund (CDCU)

This Department of Health and Human Services program is designed to support community-based credit unions (i.e., credit unions that by definition are limited to providing services within a defined community area, as opposed for example, to credit unions based on employer affiliation) in their efforts to stimulate economic development activities that: 1) result in increased income, homeownership, and employment opportunities for low-income households; 2) stimulate community revitalization efforts that result in improved community facilities, housing, and transportation; and 3) provide needed financial and related services to residents within the communities they serve.

Existing credit unions may be eligible for a maximum loan of \$200,000 and organizations proposing to form a credit union may be eligible for a \$100,000 loan. Loans must be repaid within five years. Interest rates on CDCU loans are four percentage points below the average market rate for Treasury notes of comparable duration, or five percent per annum, whichever is more.

Loan funds may be used for the following services and activities:

- Improving housing conditions and increasing homeownership through a variety of mechanisms including self-help and cooperative housing developments and assistance in securing mortgages, site development, and construction financing;
- Financial counselling;
- Increasing employment opportunities by aiding existing businesses and promoting the establishment of new business;
- Increasing the membership and the capitalization base of the credit union.

Contact: Office of State and Project Assistance
Office of Community Services
Department of Health and Human Services 200 Independence
Avenue, S.W.
Washington, D.C. 20201
(202) 653-5675

Eligibility: nonprofit organizations (credit unions)

Department of Energy

Weatherization Assistance for Low-Income Persons

The goal of this program is to insulate the dwellings of low-income persons, particularly the elderly and disabled, to conserve energy and aid those persons least able to afford higher utility costs. Grant money is allocated to states for disbursement to community-based organizations. Fund

allocation is based on annual heating degree days, cost of energy within the county, the county's low-income population, and its elderly, disabled, and Native American low-income population. The funds are used for attic insulation, caulking, weather stripping and storm windows, furnace efficiency modifications, and certain mechanical measures to heating and cooling systems. The maximum expenditure per dwelling unit is \$1,000.

Contact: Office of Economic Opportunity
1600 Ninth Street, Room 340
Sacramento, CA 95814
(916) 322-2940

Eligibility: city or county, states and, in certain instances, Native American tribal organizations

TABLE C-1
SUMMARY OF PROGRAM OPTIONS
1990

KEY TO SPONSORS/APPLICANTS

1. City / County
2. Housing Authority
3. Special District
4. Nonprofit Developer/organization
5. For-profit Developer/organization
6. Individual

KEY TO NEED OR TARGET GROUP

- vl Very Low Income (less than 50% median)
- l Low Income (50%-80% median)
- m Moderate Income (80%-120% median)
- e Elderly
- di Disabled
- ho Homeless
- f Female Head of Household
- fth First time Homebuyer
- c Cooperative Housing

PROGRAM	SPONSOR/ APPLICANT	NEED OR TARGET GROUP
Regulatory and Other Non-funding Program Options		
Inclusionary Zoning	1	l,m
Density Bonus	1	vl,l,m
Mixed Use	1	vl,l,m
Development Standards	1	all
Redevelopment Housing	1,3	vl,l,m
Land Banking	1,4	vl,l,m,e,di,ho
Adaptive Reuse	1,4,5	all
Single Room Occupancy Hotel (SRO)	1,4,5	vl,l,m,e,ho
Second Units	1,6	vl,l,m,e,di,f
Limited Equity Cooperatives	4	l,m
Self-Help Housing	4,6	l,m,fth
Manufactured Housing	4,5,6	vl,l,m,e,di,f,fth,ho
Non-Profit Housing Corporation	4	all
Home Equity Conversion	4	e
Shared Living	6	e,f,di

Housing Funding Programs**Local Programs**

Redevelopment	1	all
Fees and Fee Waivers	1	all
Housing Trust Funds	1	all
Mortgage Revenue Bonds (MRBs)	1,4,5	vl,l,m,fth,e
Mortgage Credit Certificates (MCCs)	1,6	m,fth
Private Financing	4,5,6	all

TABLE C-1
(Continued)

PROGRAM	SPONSOR/ APPLICANT	NEED OR TARGET GROUP
State Programs		
<u>California Housing Finance Agency (CHFA)</u>		
Multi-Family Rehab. & Infill New Const.	1	l
80/20 State/Local Pilot Rental Housing	4	vl,l
Self Help Housing Program	4,6	l,m
Home Mortgage Purchase (HMP)	5	m,fth
80/20 Multi-Family Rental Housing	5	vl,l
Cal-First Home Buyers	6	m,fth
Second Unit Financing	6	l
<u>California Department of Housing and Community Development (HCD)</u>		
State Community Development Block Grant Program	1	vl,l
Rental Housing Construction (RHCP)	1	vl,l
Senior Citizens Shared Housing (SCSH)	1	e
Independent Living Housing Assistance Program (ILHAP)	1	di
Urban Predevelopment Loan Fund (PLP)	1,2,4	l
Deferred Payment Rehabilitation Loan Program (DPRLP)	1,4	l,m
Special User Housing Rehabilitation Program (SUHRP)	1,4,5	h,vl,l
California Self-Help Housing (CSHHP)	1,4	l,m
Prop. 77 & 84 Rental Housing Rehab. and New Construction	1,4,5,6	vl,l
Emergency Shelter Program (ESP)	1,4	ho
California Homeownership Assistance Program (CHAP)	6	l
Mobilehome Park Assistance (MPAP)	6	l
<u>Franchise Tax Board</u>		
Homeowner and Renter Assistance Law	6	l,e,m
Solar Energy Credit	6	l,e,m
Tax Credit (Removal of Arch. Barriers)	6	l,e,m,di
<u>Department of Veteran Affairs</u>		
Cal-Vet Loan Program	6	Veteran
Disabled Veteran's Tax Exemption	6	Veteran
<u>Board of Equalization</u>		
Homeowners' Property Tax Exemption	6	Homeowner

TABLE C-1
(Continued)

PROGRAM	SPONSOR/ APPLICANT	NEED OR TARGET GROUP
Federal Programs		
<u>Department of Housing and Urban Development</u>		
Community Development Block Grant (CDBG)	1	vl,l
Rental Housing Rehabilitation (Section 17)	1	vl,l
Urban Development Action Grant (UDAG)	1	vl,l
Section 108	1	vl,l
Transitional housing Demonstration Program	1,2,4	ho
Stewart B. McKinney Homeless Assist. Act	1,4	ho
Emergency Shelter Grants Program	1,4	ho
Supplemental Assistance (Homeless Facilities)	1,4	ho
Permanent Housing Demonstration Program	1,4	ho
Housing Voucher Demonstration	2	vl,l
Low Income Tax Credits	4,5	vl,l
Lower Income Rental Assistance (Section 8)	2	vl,e,f
Moderate Rehabilitation Program (Section 8)	2	vl,l,e,f
Moderate Rehab. Program-SROs (Section 8)	2	vl,l,e,f
Housing Dev. Action Grants (HODAG)	2,4,5	vl,l,m
Manufactured Home Parks (Section 207)	2,4,5	l,m
Home Improvement Loan Insur. (Title I)	6	l,m
Manufactured Homes (Title I)	6	l,m
Manufactured Home Insurance (Title I)	6	l,m
Solar Energy & Energy Conservation Bank	6	l,m
<u>Mortgage Insurance Programs</u>		
Multi-Family Rental Housing, (Section 221 (d) (3,4))	2,4,5	m
Elderly Rental Housing (Section 231)	2,4,5	e
Existing Multi-Family Rental Housing (Section 223 (f))	4,5	l,m
Supplemental Loan Insurance (Section 241)	4,5	l,m,e
Nursing & Intermediate Care Facilities (Section 232)	4,5	e
Experimental Housing (Section 233)	4,5,6	l,m
Condominium Housing (Section 234)	4,5,6	l,m
Special Credit Risks (Section 237)	6	l,m
Graduated Pymt Mortgage (Section 2452))	6	m,fth
Homeownership Assistance, (Section 221 (d) 2))	6	l,m

TABLE C-1
(Continued)

PROGRAM	SPONSOR/ APPLICANT	NEED OR TARGET GROUP
<u>Farmer's Home Administration (FmHA)</u>		
Rental Assistance Program (Section 521)	1,4	l,e
Rural Housing Preservation Grants (Section 533)	1,4	vl,l
Rental Housing Loans (Section 515)	4,5	l,e,c
Farm Labor Housing Loans and Grants (Section 514/516)	4	farmworkers
Individual Homeownership (Section 502)	6	l,m
Home Repair Loans (Section 504)	6	vl,e
<u>Veterans Administration</u>		
Home Loans	6	Veterans
Mobilehome Loans	6	Veterans
Disposal of Foreclosed Homes Program	6	Veterans
Specially Adapted Housing	6	Veterans
<u>Department of Health and Human Services</u>		
Low Income Home Energy Assistance	1	l
Community Development Credit Union Loan Credit Union	4	all
<u>Department of Energy</u>		
Department of Energy, Weatherization Assistance	1	l

Source: J. Laurence Mintier & Associates

APPENDIX D

SUMMARY OF CHILD CARE FACILITY LICENSING REQUIREMENTS

FAMILY DAY CARE HOMES

Family day care homes are licensed to provide child care for up to 12 children in the provider's home. Licensing is done through the Yolo County Department of Social Services. Small family day care homes may care for up to six children. Large family day care homes may care for up to 12 children, with the assistance of a second adult. The required adult/child ratio is one adult for every six children over two years of age, and one adult for every four children under age two.

Licensing requires fingerprint and tuberculosis clearance for all adults in the home. Large family day care homes are required to have a fire safety clearance (the home must have smoke detectors and fire extinguishers installed, and have a fire exit plan). The licensing agent visits the home initially to inspect for health and safety hazards. Follow-up visits are made by a licensing agent if complaints are made and 10 percent of homes are visited when licenses are renewed. Licenses are issued for three years.

DAY CARE CENTERS

Day care centers are licensed by the State Department of Social Services, Community Care Licensing. The Department of Social Services reviews license applications, issues licenses for facilities, operator, and staff. The State Fire Marshal works in conjunction with the local fire department to ensure that proposed facilities meet state fire code regulations. Local fire departments are responsible for inspecting facilities.

Staffing Requirements

Preschool or child care center program for children ages two years and above require a full-time on-site Director. The Director may also be included in teacher/child ratios when directly supervising a group of children. A ratio of one qualified teacher to 12 children, or one qualified teacher supervising one aide and up to 15 children.

Infants require a ratio of one adult to four infants.

The qualifications for various child care staffing positions are provided below.

Director

The Director is to be on site at the child care facility full-time, directly supervising the staff and daily program activities. Educational and training requirements for Directors are:

- 12 units in early child education/development courses. 3 units in administration and/or staff relations, a high school diploma or GED, four years experience in a licensed child care center or comparable program; OR
- An A.A. degree from an accredited college or university with a major or emphasis in early childhood education or child development, 3 units in administration and/or staff relations, 2 years work experience teaching in a licensed child care center or comparable program; OR

- A B.A. degree from an accredited college or university with a major or emphasis in early childhood education or child development, 3 units in administration and/or staff relations, 1 year work experience teaching in a licensed child care center or comparable program; OR
- A Children's Center Supervisory Permit.

Teacher

Teachers' duties include supervising specific groups of children and supervising aides.

A teacher is required to have 12 units of early childhood courses. A Children's Center permit issued by the California Commission on Teacher Preparation and Licensing may be submitted as a substitute for verification of courses.

Aides

An aide must work under direct supervision of a teacher. Aides younger than 18 years of age may be hired if they are either: 1) high school graduates, or 2) participants in an accredited high school or college occupational training program.

Directors, teachers, and aides are required to submit a copy of relevant college transcripts, verification of experience, a current health and tuberculosis clearance and a fingerprint card.

General Design Requirements

Child care centers must have enough indoor and outdoor space and be equipped to accommodate the full range of activity and needs of the children and staff. Minimum space requirements are 35 square feet per child (over age 2) and 50 square feet per infant indoors, (not including storage, bathrooms, halls, offices, and kitchens) and 75 square feet per child of outdoor play area. Child care activities should include quiet areas, sleeping areas, and space for sick children.

Heating

Exposed pipes of heaters must be adequately protected, and the temperature of hot water must be kept low enough to prevent harm to children.

Fire Safety

There must be fire protection fixtures such as extinguishers, sprinklers, and alarm devices. Exit doors must have an opening of at least three feet width and be marked "EXIT"; corridors and stairs must be at least three feet and eight inches wide, and exits should be located to allow children to go to areas at least 50 feet away from the building. In addition, child care areas must be separated from other areas in the building by fire resistant materials.

Electrical

All outlets should be protected and placed to prevent harm to children.

Windows

The total window area in the room should be equal to from one-tenth to one-eighth of the floor area of the room, and at least 50 percent of the required window area must be operable. Window blinds or other suitable materials should be available for shutting out light.

Kitchen

The food preparation area must be physically separated from other activities by a wall, serving counter, or some type of barrier. A full food service kitchen should be equipped with a stove, sink, hot and cold running water, a refrigerator, and storage space for utensils and food.

Office/Lounge

An office or lounge should be accessible, yet private enough to allow staff to work or relax. It should allow for visual supervision of the play area, and be close to the isolation area for sick children.

Storage

The children's coat storage area should be near the front entrance and include a space for keeping private things as well as be to the scale and size of the children. Storage areas for office equipment and materials used every day should be secure and conveniently located. Storage area for sleeping cots and blankets should also be provided.

Bathrooms

One toilet and hand wash basin should be provided for every 15 children. They should be readily accessible to both indoor and outdoor areas and be of suitable size and height for children (a low platform can be used with standard fixtures). The walls of the toilet areas should be covered with waterproof material to a height of at least four feet, and the flooring must also have a waterproof covering. Separate bathroom facilities should be available for staff and adults.

Outdoor Play Area

There must be a minimum of 75 square feet of outdoor play space per child. (Permission to use a nearby park or playground may be granted if adequate play space is not available at the site). There should be fencing at least four feet high, designed to keep the children in the play area. The area should be able to be supervised from inside the building. It should be open to provide both sun and shade and be well drained. In addition, it should have a variety of space and materials for fixed and movable, natural and manmade, play equipment, and contain a variety of surfaces (grass and sand, hard and soft, flat and built up).

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